

12 GEORGE V

SESSIONAL PAPER No. 37

A. 1922

## REPORT

OF THE

# DEPARTMENT OF LABOUR

FOR THE

Fiscal Year ending March 31, 1921

*PRINTED BY ORDER OF PARLIAMENT*



OTTAWA

F. A. ACLAND

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1921

[No. 37—1922.]



REPORT  
DEPUTY MINISTER OF LABOUR  
FOR THE FISCAL YEAR ENDING MARCH 31, 1921

*To General His Excellency the Right Honourable Lord Byng of Vimy, G.C.B.,  
G.C.M.G., M.V.O., Governor General and Commander in Chief of the  
Dominion of Canada.*

**MAY IT PLEASE YOUR EXCELLENCY:**

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1921, all of which is respectfully submitted.

G. D. ROBERTSON,  
*Minister of Labour.*

## TABLE OF CONTENTS

	PAGE.
Introductory .....	5
I. Conciliation Work .....	14
II. Industrial Disputes Investigation Act, 1907.....	22
III. Fair Wages .....	43
IV. Work of the Director of Coal Operations.....	51
V. Record of Strikes for the Year.....	62
VI. <i>Labour Gazette</i> .....	65
VII. Statistics of Prices and Wages.....	66
VIII. Joint Industrial Councils .....	71
IX. Employment Service of Canada.....	73
X. Technical Education .....	99
XI. Dominion-Provincial Commission appointed to consider Uniformity of Labour Laws .....	125
XII. International Labour Conference—League of Nations.....	130

REPORT  
OF THE  
**DEPUTY MINISTER OF LABOUR**  
FOR THE  
**FISCAL YEAR ENDING MARCH 31, 1921**

To the Hon. Senator G. D. ROBERTSON, LL.D.,  
Minister of Labour.

SIR,—The work of the Department of Labour is inevitably modified by the variations from year to year in the nature of the industrial conditions with which the department comes continually into intimate touch. This has been more than usually the case during the fiscal year 1920-21, the period having included seasons marking, on the one hand, the highest degree of industrial activity ever probably recorded in Canada, with the highest wage rates and commodity prices, and, on the other hand, a degree of unemployment probably without precedent in Canada, with declining wages and prices. Records of the department show that food prices, which had been steadily rising for twenty years, reached their highest level in the summer months of 1920, and began then slowly to decline. The wage movement, though less clearly indicated, showed the same tendency. While, however, prices had been rising, as stated, for twenty years before the high level of 1920 was reached, the rate of increase did not become alarming until 1915. The prices of 1915, for instance, averaged fifty per cent above those of 1900, having taken fifteen years to achieve this increase, but, beginning with 1915, prices went upward with a bound, and by 1920 had doubled. The year 1915 was of course the second year of the great war, with submarine warfare increasing in intensity, the supply of labour available for production (otherwise than for war necessities) rapidly diminishing, and vast armies consuming, on an ever-increasing scale, commodities of all kinds. Wages moved in the same direction, but it is to be noted, from a careful examination of the records of the department, that while the upward movement of prices and wages from 1900 to 1915 had been practically on parallel lines, this ceased to be the case during the five years that followed, wages being unable to move upward with the same speed as prices and never reaching quite the same proportion to prices as had obtained in the years prior to 1915. This does not suggest that there may not have been in particular localities and in particular trades instances in which wage increases exceeded the average of the food prices increase, but comparisons on a Dominion-wide basis for the bulk of trades and commodities show the result indicated.

Prices reached their peak in July, as stated, and began to recede. The recession of prices continued throughout the fiscal year and would have been more marked but for a tendency in some localities for fuel and rents to increase. At the close of the fiscal year the price movement was still downward. How far the recession of prices will continue is of course a matter of uncertainty, but it is likely to continue at least throughout the summer. Few expect that the price levels of 1914-15 will be reached or approximated, but, where so many of the factors involved are of

doubtful or uncertain quantity, it would be unwise to venture a prediction. The probability of wages falling to a pre-war level is decidedly more doubtful. In some cases the unions concerned are strong and aggressive and the movement downward is contested inch by inch. In any event, since the rise in wages followed and did not precede the rise in prices, and, as has been pointed out, failed to keep pace with prices when the latter rose rapidly, so, equally, any marked fall in wages may be expected to occur only after a marked drop in commodity prices. The stronger unions have pressed urgently the point that wage conditions were by no means in 1913-14 at a level accepted as satisfactory, and that any readjustment made necessary by falling prices should leave labour with a standard of living substantially higher than that existing before the war, and this is a sentiment which undoubtedly attracts sympathy in many quarters.

### ECONOMIC INFLUENCES

This is not a place in which to attempt a discussion of the economic laws and principles with which questions of prices and wages are inseparably enmeshed, but it is difficult not to note in passing the increasing degree to which these matters are in each country subject to modification by influences not local or national in nature and not, therefore, directly or immediately controllable by local or national means. Prior to the war a fairly stable basis, for instance, existed with regard to international exchange. The depreciation, as a result of the war, of the national currency in many countries disturbed and almost destroyed the basis of international exchange, and dealt a paralysing blow at international trade. There are obvious difficulties in trading between countries where credit on one side has been so shaken as to be in some cases at the point of disappearance. The Canadian dollar, prior to the war, equalled five francs in France, and now equals ten; the German mark, formerly about equivalent to a quarter of a dollar, now fluctuates at a value of between one and two cents; the lira of Italy is a third only of its former value; and in Poland, Hungary, Austria, and countries generally of eastern and central Europe, the national currencies have dropped to less than a fiftieth, and in some cases less than a hundredth, of their pre-war value. Canada is fortunate in having an exchange which is unfavourable only as against the United States, and the disadvantage for commercial purposes of having the Canadian dollar worth only 86 to 88 cents in the United States is clear. It is obvious that the prevalence of conditions such as these over a large part of the world must materially affect all countries which seek to share in international trade.

The situation with respect to unemployment furnishes a further illustration of the wide sweep of these economic conditions. The fall in prices was not confined to Canada, but spread generally in a greater or less degree over all countries sharing in the commerce of the world. It was, however, hardly well under way before there commenced an almost precipitous decline in employment. This, too, was noted in most countries of the world, but appears to have been most marked in those countries where the national currency had suffered the least depreciation. The United States, for instance, in whose favour international currency had been most pronounced by virtue of it having become during the war a great creditor country, suffered apparently most acutely of all countries with respect to unemployment, and Great Britain, presumably second among the great nations in financial power, approximated the United States in its degree of unemployment, which in both countries approached the measure of a national calamity. Statistics with respect to unemployment are unavailable in many countries in Europe, but the best information to hand seems to indicate that countries where there has been a marked depreciation in the national currency have suffered least or have recovered most quickly from unemployment, while those where, as in the case of Sweden, Holland, Switzerland, etc., the depreciation has been

## SESSIONAL PAPER No. 37

of the slightest, have suffered severely. In Canada, where, as remarked, the exchange is unfavourable only as regards the United States, unemployment was undoubtedly severe, but much less so than in the United States or even Great Britain.

The decline of employment began in October and the volume of unemployment steadily increased until the number of unemployed was estimated in round figures at 200,000. These figures are a careful estimate of the department, based on information collected mainly by the Employment Service branch. An official estimate of the unemployed in the United States placed the number, when probably at the highest figure, at 5,750,000, and the returns for Great Britain gave a total in round figures of somewhat over two millions. If these totals are compared with the respective populations of these countries, it will be seen that Canada is in greatly the more fortunate position. With a population one-fifth of that of Great Britain, an equal proportion of unemployment would have given Canada 400,000 men and women without work, twice the estimated number of unemployed. With a population approximately one-thirteenth that of the United States, an equal proportion of unemployment would have given Canada 480,000 men and women without work, considerably more than twice the number estimated. A situation which leaves those countries whose credit has been least impaired the chief sufferers from unemployment is certainly paradoxical and affords hope perhaps for a speedy recovery.

It is, however, unnecessary to dwell further on these difficult aspects of economic problems, which have been mentioned here, moreover, only with a view to showing how intimately certain elemental industrial conditions in Canada, such as employment or unemployment, food prices, and wage rates, etc., are bound up with the industrial conditions of lands remote from Canada, and are more or less vitally affected by the willingness and ability of distant communities to deal with each other and with this country.

## UNEMPLOYMENT CONDITIONS IN CANADA

The problem of unemployment in Canada, though less grave than in Great Britain or the United States, was none the less the occasion of deep anxiety. With the opening of winter there was no prospect of immediate improvement. Moreover, representations reached the Government from many municipalities that they were unable to deal with the situation and appealing for federal aid, particularly by way of public works. It should be noted that, early in the season of unemployment, the Minister of Labour had conferred with many of the larger employers, inviting their assistance in doing what was possible to spread employment over the greatest number of workers by shortening hours, working part time where full time was impossible, and by introducing the rotation system where this was practicable, and the employers responded on the whole generously. In this way, and by the planning of public works in the centres where unemployment was most pressing, a policy in which some provinces and municipalities cordially co-operated, the evil was restricted to the dimensions indicated, which, however, showed a situation frequently beyond the resources of the local authorities, or any assistance afforded by the province. The whole subject of local relief is, under the constitution of the Dominion, a matter primarily for the municipal authorities, and in the second place for the Provincial Government, but the Dominion Government, in view of representations received and having in mind that the unemployment situation arose from conditions on the whole neither local nor national, but seemed rather to be one of the perhaps inevitable sequels of the great war, undertook, in communications addressed by the Minister of Labour to the Provincial Governments and the municipalities, to become responsible for the repayment to a municipality of one-third of any money expended for the relief of workers unable to obtain employment and in necessitous circumstances; the federal contribution was not made conditional on the payment by the different Provincial Governments of a second third, but the Dominion Government had, in its communication, indicated the hope that this course would be taken, and several provinces accepted the plan and

assumed one-third of the municipal expenditure incurred in relieving unemployment. The plan was in operation by the end of the calendar year, and at the end of the fiscal year there had been distributed the sum of \$343,036. Many of the municipal accounts were late in reaching the Department of Labour, and, moreover, the unemployment situation remaining serious, the federal plan was continued into the new fiscal year. The cities most affected were Toronto, Vancouver, Winnipeg, Hamilton, and Montreal, ranking as to relief necessities in about the order named, many smaller towns and cities, however, receiving grants proportioned on their disbursements.

There were many evidences of the value of the aid thus rendered by the federal authorities. Many of the municipalities receiving this assistance, and expressing appreciation of the same, urged, however, that the advantage of the federal grant would have been still greater had it been made on conditions which permitted the use of the funds in furnishing work for the unemployed instead of in the payment of doles to the unemployed. The Dominion Government, in dealing with the problem, had not deemed it desirable to depart from the principle that the cost of municipal undertakings must be borne by the local community, with such assistance as the province may choose to give, no part of the expenditure falling normally on the federal treasury. It is, however, clear that many classes of municipal work can be carried on during the winter months only at considerably increased cost, and this fact was a severe handicap on the efforts of municipalities to provide work for the unemployed. The view was freely advanced that a continuance of the unemployment situation would justify the acceptance by the Dominion authorities of responsibility for paying at least a portion of any increased cost due to carrying on municipal undertakings during the winter months, and it is not unlikely that, should the unemployment situation continue during the winter of 1921-22, some assistance will be rendered to municipalities in this way.

The federal plan of relief during the winter of 1920-21 included the requirement that each person receiving relief should produce a certificate from the local branch of the Employment Service showing that the holder had sought work and was unable to secure it. The statements received from each municipality as to its disbursements were carefully checked by the accounts branch of the Department of Labour.

#### TREATMENT OF UNEMPLOYMENT

It is to be noted that the manner of dealing with the unemployment situation differed in the various countries facing the situation. The method selected in Canada has been described. In Great Britain the majority of the unemployed came within the scope of the Unemployment Insurance Act and received a certain amount of relief. With regard to the United States, there is no record of formal action on the part of the federal authorities, but presumably municipal and state authorities aided in a measure by public works. In several countries in continental Europe unemployment insurance prevails in some form. The continental systems differ greatly from each other, and are, in many cases, under frequent revision; their administration, also, is often partly local in character. In Great Britain, where the Act is administered on a national basis, there have been numerous amendments since the close of the war, but the law in its latest form (June, 1921) requires weekly payments from workers of sevenpence and sixpence for men and women, respectively, and from employers of eightpence and sevenpence respectively, with payment of half these sums for persons under eighteen. The contribution of the Government is one-fourth of the sum of that of employer and worker. The amount payable to the unemployed worker under the latest amendment is fifteen shillings weekly, or, in Canadian money, as at the present exchange rate, three dollars. The war years in Great Britain had been a period of extremely active employment and the unemployment fund built up under the provisions of the Unemployment Insurance Act had remained comparatively untouched. For some months the weekly payments had been at the rate of twenty shillings, but

## SESSIONAL PAPER No. 37

it was more than the fund would bear, and the weekly payment was reduced to fifteen shillings.

The relative merits of the different systems of unemployment insurance and the extent to which any system works to the public advantage are points which are receiving close attention in Canada. The following sentences from the speech of His Excellency the Governor General at the opening of Parliament in February indicate the attitude of the Dominion Government on the subject:—

“Unemployment, the world-wide result of the conditions to which I have referred, though less widespread in Canada than elsewhere, has received the most anxious consideration. Of the charges for the relief of general unemployment, measures have been taken to bear a substantial share, and special measures have been taken to assist disabled and partially disabled ex-service men. These will be submitted to you for approval.

“An investigation is being conducted by the Department of Labour into systems of unemployment insurance and old age pensions.”

In fulfilment of the undertaking the Department of Labour has been actively pursuing inquiries into the matters named. Much information had been, of course, accumulated in the department, but recent years have brought many changes in legislation and in points of view, and the situation is one needing a more intensive inquiry than any yet attempted. At the time of writing, it is the intention of the Minister of Labour, should his public duties permit, to proceed overseas during the summer months and, by personal observation and investigation in some of the countries which have legislated on these matters, endeavour to reach a conclusion as to the benefits derived and to what extent similar legislation would meet the necessities of Canada. It is possible that other officers of the department will be called overseas during the year in connection with the participation of the Dominion in the work of the International Labour Office, and, should this expectation be realized, these officers also will devote some attention to these matters. A bulletin summarizing the legislation on unemployment in the different countries of the world was issued shortly before the close of the year.

## QUESTION OF INDUSTRIAL UNREST

A subject always of deep interest in a brief retrospect of the year economically and industrially, is the extent of industrial unrest as measured by strikes and lockouts and the standing of Canada in these matters by comparison with other countries. As has been explained in previous reports, the records of the department are tabulated on the basis of the calendar year to permit a more convenient comparison with the figures of other countries, which also, as a rule, are tabulated for the calendar year. The year 1919, it will be recalled, showed the highest level in the departmental record of nineteen years, both as to numbers of strikes, of employers and workmen respectively involved, and of working days lost, this last feature, which is perhaps the truest measure of industrial unrest, reaching in 1919 within a fraction of the four million mark, almost twice the economic loss shown in any previous year. In commenting upon the year 1919 in these matters, however, it is necessary to recall the fact that its industrial history includes the quite unprecedented general strike in Winnipeg, which accounted for almost a third of the large time losses. The calendar year 1920 was fortunate in escaping any outbreak remotely resembling that of the Winnipeg strike. The industrial activities were at their highest during the first half of the year, with prices rising until the month of July was reached, and these conditions were not favourable to relieving the tension of industrial unrest, a condition always existing in greater or less degree. The time losses were, at 886,954 working days, less than one-quarter of those of the calendar year 1919, and, though yet far

larger than desirable, did not include any industrial struggle causing particular danger or inconvenience to the public.

Perhaps there is no country with which, relative numbers of population being borne in mind, Canada can be more fittingly compared industrially than the United States, the processes and general conditions of industry being largely identical, and the workmen belonging, as a rule, to the same trades unions. The figures of the Dominion census for 1921 are not available, but, estimating the population at the level of 8,500,000, and that of the United States at 110,000,000, the republic contains about thirteen times the population of the Dominion. In the number of strikes recorded, the United States barely equals this proportion, the figures being 285 for Canada as compared with 3,167 for the United States, but the economic loss to the United States from strikes, measured in working days, was more than fifty times that of Canada, the figures being 48,163,754 for the United States and 886,754 for Canada.

It will be of interest to turn for a moment also to Australia. Reference has been frequently made in the pages of the report of the work of this department from year to year to the conditions of the sister Commonwealth with respect to industrial disputes and legislation on the subject. Even before the creation of the Commonwealth in 1900, several of the Australian colonies, as they were then known, had, together with New Zealand, achieved a certain distinction in the world by the enactment of legislation of a more or less drastic character, aimed at the diminution or abolition of strikes and lockouts as a feature of industrialism, and, in fact, going far in the direction of declaring all strikes and lockouts unlawful. The Commonwealth continued for many years much the same attitude to industrial disputes but concerned itself principally with disputes extending beyond the bounds of a single state. Federal and state laws on the subject followed each other with startling rapidity, until something like a maze of legislation was created. Unfortunately the numerous statutes failed to bring nearer the object sought, and comparison between the Commonwealth of Australia and the Dominion of Canada continues now, as on previous occasions, to be greatly to the advantage of the Dominion. Canada has been greatly less active than Australia in the realm of legislation as to industrial disputes. The outstanding federal statute has been for many years the Industrial Disputes Investigation Act, 1907, three times amended, simply to be strengthened in its underlying principles, or as to a detail of administrative machinery, and the provinces have been equally sparing in statutes, confining their legislation to efforts in the way of conciliation, save perhaps for the Quebec statute of 1921, to be mentioned later. The more closely the situation is regarded from this point of view the greater appears the ground for the conclusion that legislation in Canada on these matters has been on lines which have proved to be on the whole sounder and more practicable than those followed in Australia, and have accordingly brought a substantially larger benefit to the community. The population of Australia is barely two-thirds that of the Dominion. The two countries are in about equal degree agricultural or pastoral, but differ greatly with respect to climate, and Australia contains but a small proportion of population of other than British origin. Having these points in mind it is interesting and important to note that, whereas the strike record of Canada for 1920 showed 285 disputes in existence during the year, with 1,272 employers and 52,150 workpeople involved, and time losses in working days of 886,754, the situation in Australia, with its smaller population, was substantially worse at all points, and, by measurement of working days, involved an economic loss slightly more than twice that of Canada, the figures for Australia being 554 strikes, 2,104 employers, 102,519 workers, and time losses of 1,872,065 working days; the figures for Australia are those of the Commonwealth Statistician. From the Commonwealth Statistician also have been received very complete figures as to industrial disputes for the period 1913-1920, and a comparison of the returns

## SESSIONAL PAPER No. 37

of the two countries shows that about the same proportions are found in the average over the period of eight years. For Canada the record for eight years shows 1,202 strikes, with time losses of 8,759,312 working days; for Australia the figures are 3,167 strikes, 17,336,860 time losses in working days. It was noted above that the 1919 strike level in Canada, in loss of working days, was at a shade under four millions, greatly the highest on record, the figures being swollen by the Winnipeg strike. The year was a bad one everywhere in industrial disputes, but it is a surprising fact that Australia exceeded, by over two million working days, this highest Canadian level, the Commonwealth record showing losses for 1919 of 6,308,226 work days.

Great Britain is a third country with which comparison is interesting, and the result is the same. Taking the number of strikes and time losses for the year 1920, we find for Great Britain 1,715 strikes and 27,011,000 lost work days, as against 285 strikes and 886,754 lost work days in the case of Canada, the figure for Great Britain being in excess of the proportions of the respective populations. If we apply the same test as in the case of Australia, and take the figures for the eight-year period, 1913-1920, we secure the same conclusion. In Canada, as quoted above, strikes during the period 1913-1920 numbered 1,202, and the lost work days 8,759,312; the figures for Great Britain for the period show 5,851 strikes and 101,075,003 lost work days, again greatly out of proportion to the relative populations; the figures of lost work days for the same period in the United States are not all available, but incomplete records show them to have been in the neighbourhood of three hundred millions. For continental Europe, the particulars are to hand for the year 1920 only in a few cases, and, where available, tell the same story. Italy reports 1,881 strikes and 16,398,000 lost work days; Sweden, a country with a smaller population than Canada, reports 486 strikes and 8,943,000 lost work days, or ten times the time losses of Canada; the Netherlands, also with a population somewhat under that of Canada, shows 457 strikes and 1,005,000 lost work days.

A feeling of satisfaction at the fortunate situation of Canada in these matters whenever a comparison is possible is natural and inevitable, and it would be unreasonable if the department did not feel that its efforts have been a considerable factor in giving Canada this pre-eminence, whether as exerted through the Industrial Disputes Investigation Act, 1907, by way of the highly efficient work of the departmental corps of officials engaged chiefly in conciliation work, or by other agencies of the department.

Features of the situation which should not be, however, overlooked are the extent to which industrial and economic conditions have been, during recent years of war and reconstruction, the subject of special regulation or legislation with a view to meeting situations of an abnormal character. The creation of the position of Director of Coal Operations to deal with conditions in District Eighteen and the institution during the war of a Board of Appeal from Boards of Conciliation established under the Industrial Disputes Investigation Act are illustrations of such legislation in Canada. There is good ground, too, for the view that much benefit resulted from such measures, as also from the searching and effective inquiry into industrial conditions made by a Royal Commission in May and June, 1919, and from the National Industrial Conference held at Ottawa in September of the same year.

## THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The Industrial Disputes Investigation Act, 1907, has been during the year reasonably active, there having been established 37 conciliation boards out of 69 disputes dealt with under the Act. The Act, it will be remembered, was enacted on March 22, 1907. The total number of disputes dealt with since that date is 509. The tribunal known as the Canadian Railway Board of Adjustment No. 1, estab-

12 GEORGE V, A. 1922

lished during the summer to deal with disputes between Canadian railways and six trade unions, representing railway workers, continued to operate during the year. Under the agreement disputes affecting railway workers, members of the unions concerned, (1) Locomotive Engineers, (2) Locomotive Firemen, (3) Conductors, (4) Trainmen, (5) Railroad Telegraphers, (6) Maintenance of Way Men, were referred to the board and duly settled, save that in one case a dispute was referred under the terms of the Industrial Disputes Investigation Act. There were six disputes where the inquiry before a Board of Conciliation and Investigation failed to prevent a strike, a larger proportion than usual, but the strikes resulting were not the occasion of serious public inconvenience, that involving the St. John, N.B., street railway workers being the most important.

Reference has been made on several occasions in the pages of these reports to the difficulty arising from the inapplicability of the Industrial Disputes Investigation Act, 1907, to disputes arising as between municipalities and municipal employees, whether clerical workers, police, firemen, waterworks employees, municipal street railway workers or others. The situation is one involving constitutional points and need not be again here discussed, otherwise than to refer to the legislation enacted at the 1921 session of the Quebec Legislature, the Municipal Strike and Lockout Act, providing for the compulsory arbitration of disputes in municipal services and applicable to practically all classes of workers. Legislation by the province seemed to be the only effective way of providing means of dealing with the class of disputes in question, and this was the course suggested in discussing the subject in these pages. The Manitoba Industrial Conditions Act, 1919, is not indeed aimed expressly at municipal disputes, but disputes of all classes, save those relating to agricultural and railway workers, are brought within its scope and may be dealt with by the Joint Board created under its provisions. The Manitoba statute does not go beyond the stage of conciliation, its provisions being compulsory at no point; it is none the less an agency of excellent type and likely, under the able chairmanship of Rev. Dr. Gordon (Ralph Connor), to exercise an increasing influence for industrial peace.

#### OTHER BRANCHES OF WORK

Full statements appear in the report with regard to the other statutes and ordinances administered under the authority of the minister, namely, the Conciliation and Labour Act, the Fair Wages Resolution, the Employment Offices Co-ordination Act, and the Technical Education Act; also as to other aspects of the work of the department, that of the fair wages and conciliation officers, that of the Statistical Branch, the publication from month to month of the *Labour Gazette*, the issue of bulletins on various aspects of the joint council movement, the publication of the annual reports on Labour Organization in Canada and Labour Legislation in Canada, the duties incidental to the membership of the Dominion Government (through the Minister of Labour) in the Governing Body of the International Labour Conference as constituted under the Versailles Treaty of Peace, etc. Disbursements during the year to the provinces or to municipalities under the provisions of the Employment Offices Co-ordination Act totalled \$233,908.75, and sums paid to the provinces under the provisions of the Technical Education Act amounted to \$580,675.43.

It will be remembered that the National Industrial Conference held in September, 1919, recommended the appointment of a board to consider the question of the promotion of the uniformity of labour laws in Canada, the board to include representatives of Federal and Provincial Governments and of employers and workmen. Such a Royal Commission was appointed and met at Ottawa during the month of April, 1920, under the chairmanship of the Deputy Minister of Labour for Canada. The commission dealt in considerable detail with the subject in question, and presented a report which is summarized in the present volume.

## SESSIONAL PAPER No. 37

The second meeting of the International Labour Conference was held during the year at Genoa, Italy, extending from June 15 to July 10. The agenda related specifically to hours and conditions of labour among seamen. The Dominion delegation was composed as follows: Government delegates, the Honourable Philippe Roy, Commissioner General at Paris, France, and Mr. G. J. Desbarats, C.M.G., Deputy Minister of Naval Affairs, Ottawa; Employers' delegate, Mr. Thomas Robb, Montreal, Secretary of the Shipping Federation of Canada; Workmen's delegate, Mr. J. C. Gauthier, Montreal, President of the Sailors, Firemen and Cooks' Union of Canada. The most important matter coming before the conference was a convention looking to the limitation of the hours of labour for seamen, as to which, however, the necessary two-thirds majority was not obtained and no action was taken.

The Governing Body of the International Labour Organization met three times during the fiscal year, namely, in June, October, and January. The June meeting was held at Genoa shortly before the meeting at that city of the Second International Labour Conference as above. Canada continues to be represented on this Body by the Honourable G. D. Robertson, Minister of Labour, but the minister, being unable, on account of pressure of public duties, to attend, was represented by a substitute at each of these meetings, and it was found possible to utilize for this purpose the services of Dominion officials whose duties require them to reside in Europe, or who were in Europe at about the time of the Governing Body meetings, on official business for other branches of the Government. Honourable Philippe Roy, of Paris, attended the June meeting; Mr. R. H. Coats, Dominion Statistician, the October meeting, and Mr. L. C. Christie, of the Department of External Affairs, the January meeting. A further meeting held in April, 1921, shortly after the close of the fiscal year, was attended by Mr. W. L. Griffith, of London, Secretary to the High Commissioner for Canada. Each and all of these gentlemen served effectively as substitutes for the minister.

A piece of departmental work arising directly out of the war and which, at one time, assumed considerable proportions, that, namely, of acting as agent of the British Government in the distribution of separation allowances to dependants of overseas munitions workers, came practically to a close during the fiscal year. The Canadian workmen who had proceeded overseas to do munitions work in Great Britain had all returned to Canada within a year or two after the war, but a considerable number of cases arose where the workmen or, in some cases where the workmen were deceased, their dependants advanced claims due to alleged oversight on the part of the British officials or to special circumstances which suggested a certain responsibility on the part of the British Government. The Deputy Minister of Labour had, during a brief visit to Great Britain on official business in 1920, discussed these matters with the British officials, and as a result a sum of money was set aside for the adjustment of claims of the nature indicated, the Department of Labour being requested to undertake the work of adjustment. The details of settlement were entrusted mainly to Mr. H. Hereford, an officer of the department, who visited the points affected, so far as this could be conveniently done, and a satisfactory adjustment was effected.

I have the honour to be, sir,

Your obedient servant,

F. A. ACLAND.

*Deputy Minister of Labour and Registrar of Boards of  
Conciliation and Investigation.*

DEPARTMENT OF LABOUR, OTTAWA.

## I. CONCILIATION WORK

Apart from the conciliation work performed by various officers of the department, of which mention is made in the chapter dealing with the operations of the Industrial Disputes Investigation Act, 1907, the assistance of the Department of Labour was invoked during the year in connection with many individual labour disputes. In some cases the minister himself played an active part in achieving settlement and the services of the fair wages officers of the Department were extensively utilized in conciliation work. The officers in question are: Messrs. E. N. Compton and W. D. Killins, who are stationed at Toronto and Ottawa respectively; Mr. F. E. Harrison, who is stationed at Calgary, and who keeps in touch with conditions in the Prairie Provinces, acting also as assistant to the Director of Coal Operations; Mr. D. T. Bulger, who is stationed at Vancouver, and whose territory embraces the province of British Columbia, and Mr. T. Bertrand, whose headquarters are in Montreal, and who works chiefly in the province of Quebec.

In addition to the assistance rendered by the fair wages officers in the settlement of labour disputes, efficient services were rendered on many occasions, and particularly in Quebec and the Maritime Provinces, by Mr. E. McG. Quirk, of Montreal. Mr. Quirk, though not actually an officer of the department, has frequently been appointed as a special representative.

The correspondents of the *Labour Gazette* and the superintendents of the employment offices at several points have also acted sometimes as conciliators.

Reference is also made in another chapter of this report to the conciliation work of the department in connection with the mining operations in the Alberta and British Columbia coal fields.

### LABOUR UNREST IN NOVA SCOTIA AND NEW BRUNSWICK COAL FIELDS

The labour unrest in the Nova Scotia and New Brunswick coal fields was receiving the attention of the department at the close of the fiscal year 1920, and Boards of Conciliation and Investigation had been appointed under the Industrial Disputes Investigation Act, 1907. In some cases the boards had been successful in obtaining signed agreements between the operators and their employees; in other cases no agreements were reached. In June, 1920, one of the boards established in this connection, and which had been reconvened to adjust certain wage scales, recommended that "a Royal Commission be appointed with full powers to deal with the whole mining industry of Nova Scotia with a view to making such recommendations and findings as in its judgment will tend to stabilize the industry and to best conserve the interests of the mine workers, the operators and the public." This recommendation was made in view of the fact that no public interest would be apparently served by an investigation restricted to one company, and that several boards either meeting simultaneously or successively would find it almost impossible to arrive at a common agreement.

In July, 1920, following the aforesaid recommendation, a Royal Commission was established composed as follows: Mr. E. McG. Quirk, Montreal; Sir William Stavert, Montreal, and Mr. W. P. Hutchinson, Moncton, N.B.; Mr. Quirk being chairman.

The board was empowered, apart from questions affecting the coal mining industry of Nova Scotia, to deal also with certain difficulties existing in connection with questions pertaining to coal mining operations in the Minto district in the province of New Brunswick.

## SESSIONAL PAPER No. 37

The report of the commission was received in September, 1920, and contained detailed recommendations concerning a basis of a settlement of the dispute. These findings were not wholly acceptable to the disputing parties and the unrest continued. In October, 1920, a conference of representatives of the operators and their employees was summoned in Montreal by the Department of Labour. The conference continued from October 20 to 21 and from November 3 to 8. Those present at the conference were as follows: R. M. Wolvin, President, E. P. Merrill, General Manager, and H. J. McCann, Assistant General Manager, of the Dominion Coal Company, Limited; D. H. McDougall, President, and A. S. McNeill, Superintendent of Mines, of the Nova Scotia Steel and Coal Company, Limited; Robert Baxter, President, and J. B. McLaehlan, Secretary-Treasurer, of District No. 26, United Mine Workers of America, and John P. White, Cleveland, Ohio, former President of the United Mine Workers of America, who attended on behalf of the International headquarters. The Department of Labour was represented by Gerald H. Brown, Assistant Deputy Minister, and Mr. Quirk, chairman of the Royal Commission, also attended on invitation. The findings of the Royal Commission were used as a basis of discussion during the conference. An agreement was finally reached and ratified by a referendum vote of the members of the United Mine Workers of America in District 26, the terms being communicated by the district officers to the employees of all the coal mining companies in Nova Scotia and New Brunswick. Eventually agreements were signed between the various companies and their employees which terminated this dispute.

In the chapter dealing with proceedings under the Industrial Disputes Investigation Act mention is made of applications which were received from the electrical workers, machinists, and various other classes, also from the employees in the yard service of the Nova Scotia Steel and Coal Company and the Dominion Coal Company, for Boards of Conciliation and Investigation to deal with their demands concerning wages, etc., and of the efforts of the department towards bringing about conciliation. At the close of the fiscal year adjustments had not been effected of these disputes.

## COST OF LIVING COMMISSION, VANCOUVER ISLAND, B.C.

Reference was made in previous annual reports to the appointment in the fall of 1918 of a Royal Commission composed of Mr. D. T. Bulger, resident fair wages officer of the Department of Labour in Vancouver, chairman, Mr. Tully Boyce, of Nanaimo, on behalf of the coal operators of Vancouver Island, and Mr. J. McAllister, of Cumberland, on behalf of the coal miners of Vancouver Island, to deal with wages matters connected with the coal mining industry on Vancouver Island. The arrangement made in connection with this matter and details of procedure are included in another chapter of this report.

## OTHER MEDIATION WORK

The following is a list of the more important cases in connection with which mediation work was performed during the year by personal intervention on the part of the Minister of Labour, or by officers or agents of the department, and by correspondence:—

## MINING

October, 1920:

*Thetford Mines, Que.*—A strike of certain of the employees of the Asbestos Corporation of Canada, Limited, *re* wages, received the attention of two officers of the department in the locality and a settlement was effected.

January, 1921:

*Minto, N.B.*—Advice was received in the department of an alleged lockout of certain of the workmen employed in the mines operated by the International Paper Company. Inquiry showed no ground for the charge of lockout and conferences resulted in the men returning to work, when the mines were reopened, but on the company's terms.

12 GEORGE V, A. 1922

## BUILDING AND CONSTRUCTION

April, 1920:

*Guelph, Ont.*—The assistance of the department was requested in connection with a settlement of a dispute involving the painters, paperhangers and decorators employed on the Speedwell Military Hospital and by six other firms, concerning the employees' demand for increased wages and shorter hours. An officer of the department visited the locality and succeeded in bringing about a settlement, the demands of the employees being granted.

*Moncton, N.B.*—Two officers of the department gave attention to a strike of the painters and decorators. Conferences were arranged and a settlement effected as a result, increased wages being granted.

*Hamilton, Ont.*—The Minister of Labour was requested to name a chairman of a local board of arbitration appointed to deal with a threatened dispute concerning wages involving certain of the building trades. The arbitrator named was successful in effecting a settlement. This dispute also received the attention of an officer of the department who visited the locality.

*London, Ont.*—Through the intervention of an officer of the department, who visited the locality, a strike of the hod-carriers was averted.

May, 1920:

*Moncton, N.B.*—Through the intervention of an officer of the department, who visited Moncton, agreements were effected which resulted in the settlement of a strike of various classes in the building trades, increased wages being granted.

*Stratford, Ont.*—The assistance of the department was requested in connection with a strike of plumbers. This matter received the attention of an officer of the department. A settlement was finally effected on the employers' terms.

*Toronto, Ont.*—A strike occurred of the glass bevelers and scratch polishers employed by six firms. Through the intervention of an officer of the department in the locality conferences were arranged which resulted in a compromise being reached.

July, 1920:

*Ottawa, Ont.*—A strike occurred of the electricians in the employ of H. L. Allen concerning alleged violation of agreement. The department was requested to name a chairman of the industrial council which was to deal with the dispute. The findings of the chairman named were to the effect that no violation of agreement had occurred, and the men returned to work pursuant to the council's rulings.

September, 1920:

*Saskatoon, Sask.*—A strike occurred of the carpenters employed by various firms. Through the mediation of an officer of the department a compromise was effected, increased wages being granted.

October, 1920:

*Montreal, Que.*—A strike of the plumbers employed by various firms received the attention of an officer of the department in the locality, who endeavoured to bring about a settlement. At the close of the fiscal year an adjustment had not been reached.

*Port Arthur, Ont.*—A strike of the carpenters and hoist engineers employed by the Pulp Mill Construction Company concerning wages and hours was adjusted through conferences arranged by the officer of the department in Port Arthur. The employees concerned were granted increased wages and the eight hour day.

*Toronto, Ont.*—A dispute between various firms and certain of their employees, being lead glaziers, received the attention of an officer of the department. As a result of conferences arranged a satisfactory adjustment was effected.

January, 1921:

*Sault Ste. Marie, Ont.*—The assistance of the department was requested in connection with the settlement of a dispute between various contractors and certain of their employees, being steam and operating engineers. Correspondence regarding the matter resulted in negotiations between the disputants being renewed, and a strike was averted.

*Toronto, Ont.*—A dispute concerning an alleged violation of agreement on the part of some contractors with respect to certain employees of the building trades received the attention of an officer of the department in the locality, and a satisfactory adjustment was effected.

## METALS, MACHINERY AND CONVEYANCES

April, 1920:

*St. Hyacinthe, Que.*—A dispute between the Omega Machine Company and its machinists received attention by the department through correspondence and also by a representative of the department in the locality. Although an adjustment could not be effected satisfactory to both parties concerned, no strike occurred.

*Hamilton, Ont.*—A strike occurred of the steam and operating engineers in the employ of the Steel Company of Canada concerning wages. This strike threatened to extend to various other firms, and the Minister of Labour visited Hamilton and succeeded in effecting a settlement of the dispute.

## SESSIONAL PAPER No. 37

May, 1920:

*Port Arthur, Ont.*—A dispute arose involving all classes in the shipbuilding trades employed by the Port Arthur Shipbuilding Company concerning the men's demand for increased wages. The department gave attention to this dispute by correspondence and sent a special officer to Port Arthur. It was, however, impossible to avert the threatened strike, the company refusing the men's demands. Conferences were held with the various parties concerned, also with the city officials. Finally through the further intervention of an officer of the department at Port Arthur a conference was arranged which resulted in the men agreeing to resume work on the company's terms, and the strike ended.

June, 1920:

*Halifax, N.S.*—The assistance of the department was requested in connection with the strike of certain employees of the Halifax Shipyards, Limited. A representative of the department was sent to Halifax, but before his arrival the strike had terminated, the majority of the strikers having returned to work on the company's terms. This matter also received the attention of the department through correspondence.

*Hull, Que.*—A request was received for the intervention of the department in connection with a dispute between the Iron and Steel Foundry Company and certain of its employees concerning an alleged unjust dismissal. The investigation of the matter by an officer of the department showed that the company appeared to be justified in the action it had taken.

*Toronto, Ont.*—A strike occurred of the machinists in the employ of the Bawden Machine Company. An officer of the department interviewed the disputants and it was found that the strike had been called through a misunderstanding. The men returned to work on the employers' terms.

July, 1920:

*Toronto, Ont.*—A strike occurred of the ornamental iron workers in the employ of the Canadian Allis-Chalmers Company concerning wages. This dispute received the attention of two officers of the department in the locality. Eventually a compromise was effected.

*Montreal, Que.*—The assistance of the department was requested in connection with the settlement of a strike of the iron workers in the employ of the Steel Company of Canada concerning certain demands affecting the Union. Efforts were made by the Minister through correspondence and by representatives of the department in the locality to bring about conferences between the disputants, but these were without the desired success. A settlement was finally reached and the strike ended.

*Toronto, Ont.*—The good offices of the department were requested in connection with a strike of the machinists in the firm of the Steel Radiation Company of Toronto concerning certain union demands. A representative of the department held conferences with all parties involved but was unsuccessful in bringing about a settlement satisfactory to all concerned. The men finally resumed work on the employers' terms.

August, 1920:

*Montreal, Que.*—A dispute concerning the cause of the closing down of the plant of the Canadian Car and Foundry Company received the special attention of the department, interviews being held with the management of the company, the city officials and the employees. Through the mediation of the department negotiations between the disputants were renewed and the strike ended.

October, 1920:

*Vancouver, B.C.*—Advice was received in the department of a threatened strike in the shipbuilding industry, regarding a reduction which had been made in wages. An application was received for a Board of Conciliation and Investigation from the employees of the Wallace Shipyards, but, as this industry did not fall within the scope of the Industrial Disputes Investigation Act, no Board could be established. A representative of the department in the locality kept in touch with this situation, holding conferences with all parties concerned. The threatened strike was averted.

December, 1920:

*Sault Ste. Marie, Ont.*—The department was requested to assist in the adjustment of a dispute between the Algoma Steel Corporation and its electrical workers concerning a reduction in wages and certain alleged union discrimination. An officer of the department was sent to Sault Ste. Marie and it was found that some of the men had ceased work. Renewed negotiations were brought about and as a result the majority of the men were reinstated, although certain of their demands concerning union conditions were not granted.

February, 1921:

*Toronto, Ont.*—In response to a request for the assistance of the department in the adjustment of a dispute between the Canadian Allis-Chalmers and the Sunbeam Lamps and certain of their respective employees, being boilermakers and patternmakers, concerning a reduction in wages without due notice, an officer of the department in the locality intervened and succeeded in averting a strike. The companies met the men's demands and gave the required thirty days' notice, but made the reduction of wages effective after that period had expired. Certain features of the dispute also received the attention of the Minister through correspondence.

March 1921:

*St. John, N.B.*—Advice was received of an alleged lockout of certain of the employees of the Maritime Nail Co. This dispute received the attention of the Minister through correspondence, and an officer of the department was also sent to St. John. Investigation showed that the company appeared to be justified in closing down the plant and also in opening it under changed conditions.

#### WOODWORKING

June, 1920:

*Owen Sound, Ont.*—A strike occurred of certain of the employees of the North America Furniture Company concerning wages. Through the mediation of an officer of the department, who was sent to Owen Sound, an adjustment was effected, increased wages being granted.

January, 1921:

*Toronto, Ont.*—Through the mediation of an officer of the department, a strike of the rubbers and polishers employed by the Heintzman Piano Company was adjusted. The men returned to work at a reduction in wages.

February, 1921:

*Toronto, Ont.*—An officer of the department in Toronto was requested to assist in the adjustment of a dispute between the Brunswick Phonograph Company and certain of their employees, being finishers, rubbers and polishers. Although conferences were held with the disputants, an adjustment satisfactory to both parties could not be arranged. No strike occurred.

#### PULP AND PAPER

April, 1920:

*Bromptonville, Que.*—Through the mediation of an officer of the department, an adjustment was effected of a strike of certain of the workers in the Bromptonville Pulp Mill concerning a protest against increased work. The employees' demands were not conceded.

*Three Rivers, Que.*—Through the mediation of an officer of the department, who visited Three Rivers, an adjustment was effected of an alleged lockout of certain maintenance men in the employ of the Wayagamack Pulp and Paper Company. A further dispute occurred in August, when it was alleged by certain of the employees that the company was not conforming to its terms of agreement. This was also settled through the mediation of an officer of the department.

January, 1921:

*Thorold, Ont.*—A strike of the employees of the Beaver Board Company received the special attention of the department through an officer who was sent to the locality, and also by correspondence. At the close of the fiscal year the strike remained unterminated.

February, 1921:

*Chatham, N.B.*—Advice was received in the department of an alleged lockout of certain of the employees of the Fraser Companies Mills. The dispute received attention through correspondence, which indicated that the firm was justified in closing its mills, further that it was willing to re-open them, but at reduced rates of wages. An officer of the department visited the locality and interviewed the parties involved. Renewed negotiations resulted in a settlement.

#### CLOTHING

October, 1920:

*Stratford, Ont.*—Through the mediation of an officer of the department, who was requested to lend his assistance, a settlement was effected of a strike, concerning wages, of the textile workers in the employ of the Avon Hosiery Company, a compromise being reached.

January, 1921:

*Montreal, Que.*—Strikes of the operators, pressers and finishers in the employ of Cohens, Limited, and Schelliskys, concerning the employees' refusal to work on a piecework basis, received the attention of an officer of the department in the locality. Negotiations resulted in certain replacements and settlements were effected.

February, 1921:

*Hamilton, Ont.*—The assistance of the department was requested in connection with the strike of the clothing workers in the employ of various firms concerning a reduction in wages. Conferences were arranged by a representative of the department, who visited the locality, and finally an adjustment was effected.

#### TEXTILES

July, 1920:

*Carleton Place, Ont.*—Advice was received in the department of a dispute in the mills of Bates and Ennis Company concerning the refusal of various of the employees to meet with certain requirements of the company. An officer of the department visited the locality but was unable to secure an adjustment of the dispute on a basis satisfactory to both parties concerned.

## SESSIONAL PAPER No. 37

January, 1921:

*Guelph, Ont.*—It was alleged that the Dominion Linens, Limited, were not conforming with the terms of agreement regarding wages and hours, and on this account certain of their employees, being doffers, spinners, etc., had ceased work. An officer of the department visited Guelph and interviewed the disputants in an endeavour to bring about a settlement. Through renewed negotiations an adjustment was effected, the employees resuming work on the company's terms.

*St. John, Milltown and Marysville, N.B.*—Advice was received in the department of a protest of the employees of the Canadian Cottons, Limited, against a reduction in wages. The minister took this matter up with the management of the company by correspondence and when in New Brunswick gave it further attention. At the close of the fiscal year no strike had occurred, but a settlement satisfactory to both parties to the dispute had not been arranged.

## FOODS, LIQUORS AND TOBACCO

April, 1920:

*Montreal, Que.*—Through the mediation of a representative of the department in the locality a new working agreement was effected between the meat cutters and various employing firms.

May, 1920:

*Peterborough, Ont.*—Through the mediation of an officer of the department and by correspondence, an adjustment was effected of a strike of the meat cutters in the employ of the Canadian Packing Company.

*Hamilton, Ont.*—An officer of the department aided in bringing about negotiations which resulted in a settlement of a strike of the bakers employed by various firms.

*Toronto, Ont.*—A dispute in the firm of the Cowan Chocolate Company received the attention of an officer of the department in the locality, conferences being held with both parties. The matter was adjusted by direct negotiations between the disputants.

*Toronto, Ont.*—A settlement of a strike of the dairy drivers employed by the Toronto City Dairy Company, was effected through the efforts of an officer of the department in Toronto.

*Montreal, Que.*—A strike occurred of the sugar refinery workers in the St. Lawrence and Canada Refineries concerning a demand of the employees for increased wages and shorter hours. A representative of the department interviewed both parties concerned in an endeavour to bring about a settlement, and the matter was also the subject of correspondence between the Minister and the respective disputants. A new working agreement was finally brought about as a result of negotiations, but largely on the employers' terms.

June, 1920:

*Calgary, Alta.*—Advice was received in the department that a number of the employees of P. Burns and Company had been laid off, presumably on account of union affiliation. An officer of the department in the locality aided in the negotiations which resulted in the reinstatement of certain of the employees, but the terms of settlement were not satisfactory to the employees, and a further strike occurred in November. The strikers later returned to work on the employers' terms.

July, 1920:

*Montreal, Que.*—An officer of the department aided in the settlement of a strike of the egg candlers employed in various firms concerning the demand of the employees for increased wages and a reduction of hours. The settlement was in favour of the employers.

November, 1920:

*Montreal, Que.*—Upon request, a representative of the department interviewed the parties concerned in a dispute between the Davies Company and its meat cutters concerning certain alleged union discrimination. Investigation showed that the company appeared to be justified in the action they had taken. No strike occurred.

February, 1921:

*Montreal, Que.*—A representative of the department, upon request, lent assistance in an effort to avoid a threatened strike of the meat cutters in the employ of the Montreal Abattoirs. The efforts were unsuccessful and a strike occurred involving several other firms. At the close of the fiscal year this dispute was still receiving the special attention of the department through its officer in Montreal and also through correspondence.

March, 1921:

*London, Ont.*—The department was requested to send a representative to London to assist in bringing about a settlement of the dispute which had been in existence for some months between the cigarmakers and various firms. An officer visited London and held conferences with both parties involved. Shortly after the close of the fiscal year a settlement was effected.

*Hull, Que.*—A dispute occurred between the Canadian Packing Company and its meat cutters concerning an extension of the working hours. A conference was held in the Department of Labour between representatives of the disputants, and further attention was given the matter by a special officer of the department. A threatened strike was averted.

12 GEORGE V, A. 1922

## LEATHER

May, 1920:

Ottawa, Ont.—Through the mediation of two officers of the department, an agreement providing for increased wages was effected between several firms and their leather workers.

November, 1920:

Montreal, Que.—A strike of the shoe workers in the employ of Daoust, Lalonde & Company concerning a reduction in wages received the attention of the department's officer in Montreal. Information was later received that a strike no longer existed.

## TRANSPORTATION (STEAM RAILWAY SERVICE)

May, 1920:

Sault Ste. Marie, Ont.—In response to a request for the assistance of the department in the settlement of a dispute concerning wages between the Algoma Central Railway and its carmen, a representative was sent to Sault Ste. Marie. Through his mediation an agreement was effected.

June, 1920:

Inverness, N.S.—A dispute between the Inverness Railway and Coal Company, Limited, and its railway employees concerning a demand for increased wages received the special attention of the department through correspondence, and by a representative who visited the locality. Conferences were held with both parties and recommendations made which finally formed the basis of a settlement, a strike being averted.

October, 1920:

Sudbury, Ont.—A dispute occurred between the Algoma Central Railroad and certain of its employees concerning the company's refusal to make certain rates of wages retroactive. A representative of the department was sent to Sudbury and succeeded in satisfactorily adjusting the dispute.

December, 1920:

Regina, Sask.—A dispute regarding certain alleged unjust dismissals on the Grand Trunk Pacific Railway received the special attention of the Minister through correspondence, and an adjustment was effected.

December, 1920.—February, 1921:

St. Thomas, Ont.—Advice was received of alleged lockouts of the shop employees of the Michigan Central Railroad and the Pere Marquette Railroad. An officer of the department visited St. Thomas in December and February, and from his investigation of the matter it appeared that no violation of agreement had occurred. This view the employees' representatives accepted. While in St. Thomas, this officer lent assistance in the adjustment of several minor disputes in the locality.

February, 1921:

Sault Ste. Marie, Ont.—A dispute between the Algoma Central and Hudson Bay Railway and certain of its employees concerning a reduction of wages and the closing of the shops without due notice received the special attention of the Minister through correspondence. While it appeared the company was justified in the action taken, an understanding was given that the employees concerned would receive back pay at the old rates and that due notice would be given of the reductions to be made.

## TRANSPORTATION (ELECTRIC RAILWAY SERVICE)

May, 1920:

London, Ont.—Through the mediation of an officer of the department, an adjustment was effected of a strike of certain of the employees of the London Street Railway concerning a demand for increased wages.

## MISCELLANEOUS TRANSPORT

March, 1920:

Quebec, Que.—A protest was made to the Minister concerning alleged unjust dismissal of certain employees of the Quebec Cartage and Transfer Company. The matter received special attention by the Minister through correspondence, and an officer of the department was sent to the locality. His investigation, after conferences with all parties concerned, showed that the men did not appear to be justified in their demands.

April, 1920:

Montreal, Que.—Representatives of the department gave special attention at various times to the dispute between the Dominion Transport Company and certain of its employees, and a settlement was finally effected.

Halifax, N.S.—Through conferences arranged by a representative of the department, who visited Halifax, a strike, concerning wages, of the coal handlers employed by various firms, was adjusted, a compromise being reached.

May, 1920:

Edmonton, Alta.—Advice was received of a dispute between the Edmonton Cartage Association and its teamsters concerning the employees' demand for increased wages and union recognition, and the assistance of the department was requested in an effort to bring about a settlement. The Minister gave special attention to the dispute through correspondence, and an officer of the department was sent to the locality. Through renewed negotiations an adjustment was effected, a new working agreement being adopted.

## SESSIONAL PAPER No. 37

October, 1920:

*Montreal, Que.*—A dispute concerning alleged discrimination on the part of a certain agent in the employ of the Canadian National Express, which threatened to result in a strike, was investigated by officers of the department. It did not appear, however, from their investigation, that the employees were justified in their charge. No strike occurred.

March, 1921:

*Vancouver, B.C.*—A dispute between the Cartage Association of Vancouver and its teamsters concerning the employees' demand for a new working agreement received the special attention of an officer of the department resident in Vancouver. At the close of the fiscal year the new agreement had not been effected, although it did not appear that a strike would occur.

## NAVIGATION

May, 1920:

*Vancouver and Victoria, B.C.*—Through the mediation of an officer of the department in the locality, a settlement was effected of a strike, concerning wages, of certain of the employees of the Canadian Pacific Steamship Company and the Grand Trunk Pacific Coast Steamship Service, a compromise being reached.

June, 1920:

*North Sydney, N.S.*—A strike of the longshoremen in the employ of the Reid Newfoundland Company was adjusted through the mediation of an officer of the department who was in the locality.

July, 1920:

*Vancouver and Victoria, B.C.*—An officer of the department was appointed arbitrator in the dispute between the Coastwise Steamship and Barge Company and its engineers. Increased rates were awarded and a strike averted.

## MUNICIPAL EMPLOYMENT

April, 1920:

*St. Catharines, Ont.*—Upon request a dispute between the City of St. Catharines and its firemen received the special attention of the department through correspondence and by long distance telephone conferences. The matter was later adjusted by direct negotiations between the parties concerned.

September—October, 1920:

*North Vancouver, B.C.*—An officer of the department was appointed arbitrator in a dispute between the Corporation of North Vancouver and members of the Canadian Merchant Service Guild. Threatened strikes were averted.

January—March, 1921:

*Port Arthur, Ont., Regina, Sask., Moose Jaw, Sask., Calgary, Alta.*—Threatened strikes of the school teachers received special attention of the department through correspondence and by officers of the department in the localities. Settlements were effected through direct negotiations between the disputants.

## MISCELLANEOUS

January, 1921:

*Ottawa, Ont.*—A dispute between the Baker Laundry Company and certain of its employees regarding wages and union discrimination received the attention of the Minister and other officers of the department. An adjustment was effected.

## II. INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

### FOURTEENTH ANNUAL REPORT OF PROCEEDINGS, BEING FOR THE FISCAL YEAR ENDING MARCH 31, 1921

#### INTRODUCTORY NOTE

In the following pages will be found the tables usually presented with this report. The disputes dealt with during the year numbered 69, six of these, however, being disputes which were carried over from the preceding year. Boards were granted in 37 cases, the remaining being dealt with by other agencies than those of Boards of Conciliation and Investigation. The statute, it will be recalled, was enacted in March, 1907, and the total number of disputes dealt with since that date number 509.

The tribunal known as the Canadian Railway Board of Adjustment No. 1, which was established during the summer of 1918, to deal during the war with disputes between Canadian railways and six trade unions representing railway workers, continued to operate during the year 1920-21. Under agreement disputes affecting the workers who had membership in the unions involved were referred to the Canadian Railway Board of Adjustment No. 1 and duly settled. For special reasons one exception was made in this respect and the dispute in question was adjusted by a Board of Conciliation and Investigation appointed under the Industrial Disputes Investigation Act.

#### SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The tables here presented are arranged in several divisions, viz.: (i) showing proceedings by industries concerned, from April 1, 1920, to March 31, 1921; (ii) showing proceedings by industries concerned from March 22, 1907, to March 31, 1921; (iii) showing by fiscal years, 1907-21, number of disputes dealt with; (iv) showing by calendar years 1907-21, number of disputes dealt with, and (v) containing statistical summary of operations under the statute for the fiscal year ending March 31, 1921.

## SESSIONAL PAPER No. 37

## I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1920, TO MARCH 31, 1921

Industries affected	Number of applications for Boards received	Number of Boards established	Number of strikes not averted or ended
<b>I. Disputes affecting mines, transportation and communication and other public utilities;</b>			
(1) Mines:			
(a) Coal.....	6	1	0
(b) Metal.....	1	1	0
Total mines.....	7	2	0
(2) Transportation and communication:			
(a) Railways.....	13	8	0
(b) Street Railways.....	13	10	2
(c) Express.....	2	2	0
(d) Shipping.....	1	0	0
(e) Telegraphs.....	1	1	0
(f) Telephones.....	1	0	0
Total transportation and communication.....	31	21	2
(3) Miscellaneous:			
Light and power.....	7	6	3
Total mines, transportation and communication and public utilities.....	45	29	5
<b>II. Disputes not falling clearly within the direct scope of the Act:</b>			
(1) Public utilities under provincial or municipal control:			
(a) Street railways.....	1	0	0
(b) Other civic employees.....	5	2	0
Total public utilities under provincial or municipal control.....	6	2	0
(2) Miscellaneous.....	18	6	1
Total disputes not falling clearly within the direct scope of the Act.....	24	8	1
Total all classes.....	69	37	6

The proceedings under the Act during the year include six cases in which certain proceedings had taken place during the preceding year, namely, disputes between (1) the Canadian National Railways and certain of their employees at Halifax, N.S.; (2) the Grand Trunk Railway and its clerks, etc.; (3) the Corporation of Ottawa and its civic employees; (4) the Canadian Fish and Cold Storage Company, Prince Rupert, B.C., and its fish packers; (5) the Nova Scotia Steel and Coal Company, Limited, Sydney Mines, and certain of its employees, and (6) the Inverness Coal and Railway Company, Inverness, N.S., and certain of its employees.

At the close of March, 1921, results were still pending in connection with five applications concerning disputes between (1) the Niagara, St. Catharines and Toronto Railway and certain of its employees; (2) the Corporation of Ottawa and its firemen; (3) the Canadian National Railways and certain of their employees in the Stores Department, Fort Rouge, Winnipeg, Man.; (4) the Dominion Steel Company, Limited, Sydney, N.S., and its electrical workers, machinists, etc., and (5) the Nova Scotia Steel and Coal Company, Limited, New Glasgow, and its tin workers, electrical workers, machinists, etc.

12 GEORGE V, A. 1922

## II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO MARCH 31, 1921

Industries affected	Number of applications for Boards received	Number of strikes not averted or ended
<b>I. Disputes affecting mines, transportation and communication, other public utilities and war work:</b>		
<b>(1) Mines:</b>		
(a) Coal.....	62	7
(b) Metal.....	19	5
(c) Asbestos.....	1	0
Total mines.....	<b>82</b>	<b>12</b>
<b>(2) Transportation and communication:</b>		
(a) Railways.....	146	7
(b) Street railways.....	84	6
(c) Express.....	11	1
(d) Shipping.....	21	0
(e) Telegraphs.....	12	1
(f) Telephones.....	7	0
Total transportation and communication.....	<b>281</b>	<b>15</b>
<b>(3) Miscellaneous:</b>		
(a) Light and power.....	16	3
(b) Elevators.....	1	0
Total miscellaneous.....	<b>17</b>	<b>3</b>
<b>(4) War work .....</b>	<b>30</b>	<b>1</b>
<b>Total mines, transportation and communication, other public utilities and war work.....</b>	<b>410</b>	<b>31</b>
<b>II. Disputes not falling clearly within the direct scope of the Act:</b>		
<b>(1) Public utilities under provincial or municipal control.....</b>	<b>45</b>	<b>1</b>
<b>(2) Miscellaneous.....</b>	<b>54</b>	<b>1</b>
<b>Total disputes not falling clearly within the direct scope of the Act..</b>	<b>99</b>	<b>2</b>
<b>Total all classes.....</b>	<b>509</b>	<b>33</b>

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in the yearly summary. A closer examination will, however, show the statements of both classes to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during the fiscal year. The figures of the yearly statement include, therefore, disputes carried over from the previous year and which are counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of the two years. In the statistical recapitulation covering several years, as above, it is necessary that no disputes shall be counted more than once, and account is taken of the number of applications received during the year and thus brought within the purview of the statute.

## SESSIONAL PAPER No. 37

## III. TABLE SHOWING BY FISCAL YEARS, 1907-1921, NUMBER OF DISPUTES DEALT WITH

	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	Total
Number of applications .....	34	21	27	24	18	21	16	16	14	36	52	35	72	63	509
Number of boards granted.....	31	19	25	19	15	17	15	17	11	20	38	60	46	37	370
Number of disputes where strike not averted (or ended) .....	1	1	4	4	4	4	0	1	1	1	1	2	3	6	33

(The remark at the foot of Table II applies equally to apparent discrepancies as between the above summary by fiscal years and yearly summaries of proceedings.)

## IV. TABLE SHOWING BY CALENDAR YEARS, 1907-1921, NUMBER OF DISPUTES DEALT WITH

	*1907 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	†1921 3 mos.	Total
Number of applications.....	25	27	22	28	21	16	18	18	15	29	53	93	70	61	13	509
Number of boards granted.....	22	25	21	23	16	16	15	18	12	16	37	59	47	41	2	370
Number of disputes where strike not averted (or ended) .....	1	1	4	4	4	3	1	1	1	1	1	2	3	5	1	33

\*The Act became law on March 22, 1907, so that the proceedings cover nine months only.

†To the end of the financial year, March 31.

(The remark at the foot of Table II applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, from April 1, 1920, to  
March 31, 1921

DEPARTMENT OF LABOUR

12 GEORGE V, A. 1922

1.—MINES, AGENCIES OF TRANSPORTATION AND OTHER PUBLIC SERVICE UTILITIES

1. Appointed by the Minister, under Section 8, Sub-section 1, of the I. D. I. Act, on recommendation from the party concerned.
2. Appointed by the Minister, under Section 2, of the I. D. I. Act, in the absence of a recommendation from the party concerned.
3. Appointed by the Minister, under Section 8, Sub-section 3, of the I. D. I. Act, on the joint recommendation of the two members first appointed.
4. Appointed by the Minister, under Section 8, Sub-section 4, of the I. D. I. Act, in the absence of a joint recommendation from the two members first appointed.

(1) MINING AND SMELTING INDUSTRY

(a) COAL MINES

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Nov. 8, 1919	Nova Scotia Steel and Coal Co., Ltd., and certain of its employees, being members of Dist. No. 26, United Mine Workers of America	Employees . . .	Sydney Mines, N.S.	Wages . . .	Wages . . .	His Honour Judge G. Patterson, (c) 3; Prof. Howard Murray, (E) 1; J. C. Waters, (M) 1.	Jan. 13, 1920	April 5, 1920	The report of the Board was unanimous and was accompanied by a proposed schedule.
Nov. 8, 1919	Inverness Coal and Railways Co. and certain of its employees, being members of Dist. No. 26, United Mine Workers of America	Employees . . .	Inverness, N.S.	Wages . . .	Wages . . .	His Honour Judge G. Patterson, (c) 3; Prof. Howard Murray, (E) 1; J. C. Waters, (M) 1.	Jan. 13, 1920	April 7, 1920	The report of the Board was unanimous and was accompanied by a proposed schedule. Mr. Murray noted an exception to certain of the findings.
April 7, 1920	West Canadian Collieries Ltd., and certain of their employees, members of Dist. No. 26, United Mine Workers of America	Employees . . .	Bellvue, Alta	Wages deductions . . .	Wages . . .	His Honour Judge G. Patterson, (c) 3; Prof. Howard Murray, (E) 1; J. C. Waters, (M) 1.	Jan. 13, 1920	April 7, 1920	The dispute did not appear to be such as would bring it within the scope of the I. D. I. Act for investigation, and no Board was established.
May 25, 1920	Various mine owners in the Minto District and certain of their employees, members of Dist. No. 26, United Mine Workers of America	Employees . . .	Clare Bay, N.S.	Wages . . .	Wages . . .	An officer of the department visited the locality and investigated the situation in connection with this dispute. Negotiations between the disputants were renewed and it was deemed unnecessary to establish a Board.	June 25, 1920	July 1, 1920	In this case the workmen had gone on strike without making application for a Board, and, there being several other companies involved in the strike in the Minister's view no good purpose would be served by the establishment of a Board. This application was later withdrawn by the company.
Nov. 23, 1920	Humberstone Coal Co. Employer . . . and certain of their employees	Employees . . .	Edmonton, Alta	Wages . . .	Wages . . .				

## SESSIONAL PAPER No. 37

Dec. 9, Various mining companies operating in the Edmonton district and their employees, being members of Local Union No. 4070, United Mine Workers of America.

600 Wages, conditions, and union recognition. C. D. Fisher, (C) 4; Mayne Reid, (E) 2; R. Livett, (M) 1.

2, Feb. 5, In this case the employees concerned had gone on strike on Nov. 22, but returned to work on Dec. 4, pending the establishment of a Board of Conciliation and Investigation. There being several companies involved it was necessary that they should nominate one member to represent them jointly on the Board. The report of the Board was signed by the chairman and Mr. Livett and contained recommendations as to changes in wages and conditions. Mr. Reid presented a minority report.

## (b) METAL MINES

Feb. 14, 1921	Temiskaming Mine Managers' Association and certain of their employees at Cobalt, Ont., being miners, millmen, etc.	Cobalt, Ont.	Wages	J. M. Godfrey, (C) 4; R. A. Bryer, (E) 1; Arthur W. Rockbuck, (M) 1.
---------------	--	--------------	-------	--

## (2) TRANSPORTATION AND COMMUNICATION

Dec. 12, 1919	Grand Trunk Railway Co. and certain of its employees, being clerks, etc., members of Canadian Brotherhood of Railroad Employees.	G. T. lines in Canada 1,400.	Wages and conditions.	The Hon. Mr. Justice P. S. MacLennan, (C) 4; U. F. Gillen, (E) 1; Fred. Bancroft, (M) 1.
10, Feb. 1921	In this case the employees concerned had gone on strike on Nov. 22, but returned to work on Dec. 4, pending the establishment of a Board of Conciliation and Investigation. There being several companies involved it was necessary that they should nominate one member to represent them jointly on the Board. The report of the Board was signed by the chairman and Mr. Livett and contained recommendations as to changes in wages and conditions. Mr. Reid presented a minority report.	Mar. 31, 1921	The report of the Board was unanimous and contained certain recommendations concerning wages. The findings were rejected by the men, but no strike occurred.	After the application had been received further correspondence showed that other unions existed embracing the employees concerned, namely the International Brotherhood of Stationmen, the Brotherhood of Railway and Steamship Clerks, Freight Hand-liners, Express and Station Employees, and the International Brotherhood of Firemen, Oilers, etc., and representatives of these unions were also given hearing before the Board. The report was signed by the chairman and Mr. Gillon and contained recommendations as to settlement. Mr. Bancroft did not concur in all the findings of the Board, but did not present a minority report.

## STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—Continued

## (2) TRANSPORTATION AND COMMUNICATION—Continued

## (a) RAILWAYS—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (C) Chairman; (E) Employer; (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Mar. 24, 1920	Canadian National Railways and certain of their employees, being checkers, coopers, car sealers and porters on the piers at Halifax, N.S., members of the Canadian Brotherhood of Railroad Employees.	Employees.	Halifax, N.S. ....	110. ....	Wages	His Honour Judge J. H. Denton, (C) 4; J. G. Merrick, (E) 2; Jas. T. Gunn, (M) 1.	May 1920	June 10, 1920	It was considered by the Minister that no good purpose would be served by the establishment of a Board in this case.
April 17, 1920	Dominion Transport Employees. Company and certain of its employees being teamsters, chauffeurs, stablemen and helpers, members of Local Union No. 191, International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers of America.	Employees.	Toronto, Ont. ....	160 dir. .... 400 indir.	Wages	His Honour Judge J. H. Denton, (C) 4; J. G. Merrick, (E) 2; Jas. T. Gunn, (M) 1.	May 1920	June 10, 1920	The jurisdiction of this Board was extended to May 21 to include a similar dispute at London, Ontario, embracing the same company and same classes of employees. Separate reports were rendered covering the situations at Toronto and London respectively. These reports were unanimous and contained recommendations as to settlement of the disputes. They were accepted by the men but not by the company and a strike was threatened. Through the mediation of an officer of the department negotiations were renewed and an adjustment effected, the threatened strike being averted.
May 27, 1920	Canadian Pacific Railway, Grand Trunk Railway and Canadian National Railways and certain of their employees, being clerks, timekeepers, railway checkers, freight handlers, truckers, coopers, etc.	Employees.	Montreal, Que. ....	950 dir. .... 850 indir.	Wages	E. McG. Quirk, (C) 4; U. E. Gillen, (E) 2; Adelard Laurendeau, M.P.P., (M) 1.	Sept. 30, 1920	Oct. 19, 1920	The report of the Board was unanimous and contained advice that an agreement had been reached between the disputants.
June 14, 1920	Canadian Pacific Railway (Western Lines) and certain of its employees, being winter-front freight handlers, members of Local No. 38-52, International Longshoremen's Association.	Employees.	Vancouver, B.C. ....	202 dir. .... 1,200 indir.	Wages	The Hon. Mr. Justice Denis Murphy, (C) 3; Edwin A. James, (E) 1; Joseph Taylor, (M) 1.	June 25, 1920	July 3, 1920	The report was signed by the chairman and Mr. James and contained recommendations as to settlement of the dispute. These recommendations, it is understood, were accepted by the company but rejected by the men, although no strike occurred. Mr. Taylor presented a minority report.

12 GEORGE V, A. 1922

## SESSIONAL PAPER No. 37

June 21, 1920	Canadian Pacific Railway Company (Western Lines) and certain of its employees, being conductors, etc., members of the Order of Railway Conductors and the Brotherhood of Railroad Trainmen.	The Hon. Mr. Chief Justice T.G. Mathers, (C) 3; Isaac Pitblado, K.C., (E) 1; David Campbell, (M) 1.	Aug. 1920	16, Nov. 1920	Wages . . . . .	3,000 dir.; 15,000 indir.
June 26, 1920	Toronto, Hamilton and Employees . . . Buffalo Railway Company and certain of its employees, being freight handlers, members of the Canadian Brotherhood of Railroad Employees.	His Honour Judge July 14, 1920 Colin G. Snider, (C) 4; Geo. S. Kerr, K.C., (E) 1; Henry G. Fester, (M) 1.	July 1920	July 27, 1920	Wages and conditions . . . . .	Wages and conditions . . . . .
June 28, 1920	Grand Trunk Pacific Railway Company and certain of its employees, being longshoremen.	His Honour Judge F. McB. Young, (C) 3; Fred Dawson, (E) 1; W.E. Thompson, (M) 1. (Nominated by the City.)	July 1920	Aug. 13, 1920	Wages . . . . .	Wages . . . . .
Oct. 1920	Canadian National Transfer Company and certain of its employees, being tramsters and chauffeurs, members of the Canadian Brotherhood of Railway Employees.	Philip C. Locke, (C) 4; R.G. Perse, (E) 1; David Campbell, (M) 1.	Nov. 1920	Dec. 31, 1920	Wages . . . . .	Wages . . . . .
Nov. 5, 1920	Nova Scotia Steel and Coal Company and certain of its employees, being engineers, firemen, conductors, and trainmen, members of the Brotherhood of Locomotive Engineers and Firemen and Brotherhood of Railroad Trainmen.	Sydney Mines, N.S. 45 dir.; 4,320 indir.	Nov. 1920	Dec. 2, 1920	Wages and conditions . . . . .	Wages and conditions . . . . .

1. The report was signed by all three members of the Board and contained recommendations regarding settlement of the dispute and proposed rates. The company expressed their willingness to adjust the dispute on the basis of these findings. Mr. Campbell, while signing the report, dissented on certain points and added a minority report.

2. The report of the Board was unanimous and was accompanied by a proposed agreement. Advice was later received from the company that they were agreeable to adopting the rates recommended and, with certain reservations, the rules and conditions. Through the mediation of an officer of the department in the locality, a satisfactory agreement was reached between the parties concerned.

3. The report of the Board was unanimous and was accompanied by a signed agreement between the parties concerned.

4. The report was signed by the chairman and Mr. Perse and contained recommendations as to settlement of the dispute. Mr. Campbell presented a minority report.

5. In this case a question arose as to the status of the employees as railway workers and of the company as a railway company, and while correspondence was in progress on this point, and also looking to adjustment of the dispute without Board reference, the employees ceased work and the application remained in abeyance. In the meantime an officer of the department visited the locality, with a view to bringing about a settlement, but these efforts were unsuccessful and the strike continued throughout the naval year.

## STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—Continued

(2) TRANSPORTATION AND COMMUNICATION Continued  
(a) RAILWAYS Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (E) Employer; (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Dec. 10, 1920	Canadian National Railway, all lines, and employees, all classes.	Employees.	All lines of C. N. in Canada.	75,000 to 100,000 approx.	Conditions of employment.	J. M. Godfrey, (c) 4; F. H. McGuigan, (E) 2; David Campbell, (M) 1.	Jan. 1921	Jan. 4, 1921 Jan. 31, 1921 Feb. 1, 1921	The members of the Board concerned on all points save one, and recommended that certain dismissed employees be reinstated and paid for the time they had actually lost by their dismissal. The most important feature of the dispute was, however, the request of the employees for a withdrawal of the order prohibiting employees of the Canadian National Railways from becoming candidates for the Provincial or Dominion Parliament, and on this point no agreement could be reached. The chairman and Mr. Campbell supported the employees in their demands. Mr. McGuigan did not concur, and presented a minority report. Later advice was received of the acceptance of the majority report by the employers. The company, while refusing to modify the order, agreed to reinstate the employees who had been dismissed for infringing the same. After the application was received direct negotiations between the disputants were renewed, and the dispute was adjusted.
Dec. 16, 1920	Canadian National Railways (Western Lines) and certain of their employees, being draughtsmen and fieldmen, under the Engineers' Dept., members of the Canadian Brotherhood of Railroad Employees.	Employees...	Lines of C.N.R. (Western).	100 dir., 200 indir.	Wages	Winnipeg, Man.	Winnipeg, Man., 10 dir., 100 indir.	Wages and dismissal of certain employees.	
Mar. 17, 1921	Canadian National Railways and certain of their employees in the Stores Dept., Fort Rouge, Winnipeg, being members of Victoria Lodge No. 1326, Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Winnipeg, Man.	10 dir., 100 indir.	Wages and dismissal of certain employees.			Proceedings unfinished at the close of the fiscal year.	

## SESSIONAL PAPER No. 37

## (b) STREET RAILWAYS

April 8, 1920	Dominion Power and Employees... Hamilton, Ont...	Wages and conditions.	110. ....	90
April 12, 1920	London Railway Commission and certain of its employees, being linemen, operators, motormen, maintenance men, armature winders, pitmen and air brake workers, members of Local Union No. 105, International Brotherhood of Electrical Workers	Employees... London, Ont.	Wages.	65
April 13, 1920	London Railway Commission and certain employees of the London and Port Stanley Railway, being members of Div. 745, Amalgamated Association of Street and Electric Railway Employees of America.	Employees... Hamilton, Ont...	Wages.	270.
April 13, 1920	Dominion Power and Employees... Hamilton, Ont...	Employees... Hamilton, Ont...	Wages.	1,400.
April 27, 1920	Winnipeg Electric Railway Company and certain of its employees, being members of the Street Railway Employees of America	Employees	Wages and conditions.	Winnipeg, Man....
May 25, 1920	His Honour Judge Colin G. Snider, (C) 4; Geo. S. Kerr, K.C. (E) 1; Bancroft, (M) 1.	His Honour Judge Colin G. Snider, (C) 4; J. M. Campbell, (E) 1; B.W. Bennett, (M) 1.	Wages.	1,400.
May 25, 1920	His Honour Judge Colin G. Snider, (C) 4; Geo. S. Kerr, K.C., (E) 1; Fred. Bancroft, (M) 1.	His Honour Judge Colin G. Snider, (C) 4; Geo. S. Kerr, K.C., (E) 1; Fred. Bancroft, (M) 1.	Wages.	1,400.
May 25, 1920	His Honour Judge Colin G. Snider, (C) 4; Geo. S. Kerr, K.C., (E) 1; Fred. Bancroft, (M) 1.	His Honour Judge Colin G. Snider, (C) 4; Geo. S. Kerr, K.C., (E) 1; Fred. Bancroft, (M) 1.	Wages.	1,400.
May 25, 1920	His Honour Judge H. Myers, (C) 4; Chas. E. Dafoe, (E) 1; R. S. Ward, (M) 1.	His Honour Judge R. H. Myers, (C) 4; Chas. E. Dafoe, (E) 1; R. S. Ward, (M) 1.	Wages and conditions.	Winnipeg, Man....
July 8, 1920	6. The report was signed by the chairman and Mr. Kerr, and contained recommendations as to settlement of the dispute. Advice was later received that these recommendations were acceptable to both parties concerned. Mr. Bancroft presented a minority report.	6. The report was signed by the chairman and Mr. Dafoe and was accompanied by a proposed agreement, on the basis of which, it is understood, a new working agreement was effected. Mr. Ward presented a minority report.	Wages and conditions.	Winnipeg, Man....

STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—Continued

(2.) TRANSPORTATION AND COMMUNICATION—Continued.

(b) STREET RAILWAYS—Concluded

Date of receipt of application	Parties to dispute	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (E) Employer; (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
May 3, 1920	Ottawa Electric Rail way Company and certain of its employees, being members of Div. No. 279, Amalgamated Association of Street and Electric Railway Employees of America.	Ottawa, Ont.	500 dir. 600 indir.	Wages .	The Hon. Mr. Justice F. S. Macleman, (c) 4; Geo. D. Kelley, (E) 1; A. E. Fripp, (M) 1.	May 15, 1920	May 28, 1920	The report of the Board was unanimous and was accompanied by a proposed schedule of wages and conditions. Thereof, it is understood, became the basis of a new working agreement.
May 22, 1920	Montreal Tramways Employees Company and certain of its employees, being members of Div. No. 790, Amalgamated Association of Street and Electric Railway Employees of America.	Montreal, Que.	3,300 dir. 122,000 indir.	Wages and conditions .	His Honour Judge J. M. Archambault, (c) 4; E. W. Villeneuve, (E) 1; J. A. Woodward, (M) 1.	June 10, 1920	Aug. 1920	5. The report of the Board was unanimous and contained proposed schedules and recommendations as to settlement of the dispute.
May 31, 1920	Toronto Railway Company and its motor-men, conductors, shed-men, motor and truck repairmen, compressor and fender-room men and track men.	Toronto, Ont.	2,478 dir. 308 indir.	Wages and conditions .	The Hon. Mr. Justice F. S. Macleman, (c) 4; John T. Vick, (M) 1; Wm. H. Moore, (E) 1.	June 5, 1920	June 12, 1920	12. The report was signed by all three members of the Board and contained recommendations as to settlement of the dispute. Later Mr. Vick advised that he did not concur in all the recommendations which had been made and presented a minority report. The original report was accepted by the company but rejected by the men and a strike occurred on June 23. Negotiations between the disputants were renewed and the men returned to work on June 27, a settlement having been reached.
June 14, 1920	Toronto Suburban Rail. Employees Company and its employees, being electrical workers, members of Local Union No. 353, International Brotherhood of Electrical Workers.	Toronto, Ont.	25 dir. 70 indir.	Wages .	His Honour Judge J. A. Barron, (c) 4; Geo. D. Kelley, (E) 1; Louis Braithwaite, (M) 1.	July 15, 1920	Aug. 4, 1920	4. The report was signed by the chairman and Mr. Kelley and contained recommendations as to settlement of the dispute. Mr. Braithwaite presented a minority report. Advice was later received that the findings of the Board were acceptable to the company. No strike occurred.

12 GEORGE V, A. 1922

DEPARTMENT OF LABOUR

**SESSIONAL PAPER No. 37**

July 9, 1920	Hull, Que	Employees	Wages	150 dir. 18 indir.
Oct. 2, 1920	Sault Ste. Marie, 22 Ont.	Transit Employees	Wages and hours	
Dec. 15, 1920	Cornwall, Ont.	Transit Employees	Wages	
Mar. 17, 1921	St. Catharines, Ont.	Employees	160 dir. 150 indir.	
April 23, 1920	Can. Nat. Express Lines	Employees	330 dir. 275 indir.	
Captain W. P. Grant, July 21, Aug. 26, 1920				
(c) 4; Geo. D. Kelley, (E) 1; Joseph Gibbons, (M) 1.				
and certain of its employees, being members of Div. No. 591, Amalgamated Association of Street and Electric Railway Employees of America.				
After the application had been received, through the mediation of an officer of the department in the locality, negotiations between the disputants were renewed and an adjustment effected without Board reference.				
After the application had been received, an officer of the department visited the locality and through his mediation negotiations between the disputants were renewed and an adjustment effected without Board reference.				
Proceedings unfinished at the close of the fiscal year.				
The Hon. Mr. Justice T. G. Mathers, (C) 4; W. J. Christie, (E) 1; Fred. Bancroft (M) 1.				
and certain of its employees, being members of Div. No. 946, Amalgamated Association of Street and Electric Railway Employees of America.				
Alleged dismissal, suspension and other discriminations with respect of certain employees				
After the application had been received, through the mediation of an officer of the department in the locality, negotiations between the disputants were renewed and an adjustment effected without Board reference.				
Proceedings unfinished at the close of the fiscal year.				
(c) EXPRESS				
Canadian National Express Company and certain of its employees, being members of Canadian Brotherhood of Railway Employees.				
The report of the Board was unanimous and was accompanied by a signed agreement between the disputants.				

## STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—Continued

## (2) TRANSPORTATION AND COMMUNICATION—Continued

## (e) EXPRESS—Concluded

Date of receipt of application	Parties to dispute	Parties making application	No. of persons affected	Locality	Nature of dispute	Names of Member of Board: (c) Chairman; (i) Employer; (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Jan 10, 1920	Canadian Express Company, Lines in Canada, and certain of its employees, being wagonmen, porters, clerks, and messengers, members of the Canadian Brotherhood of Railroad Employees	Can Exp. Lines, in (1,7) 0		Canada	Wages and conditions.	W. E. Gillen, (c) 4; F. H. McGuigan, (E) 1; Jas. T. Gunn, (M) 1	Jan 21, 1921	Feb. 23, 1921	The report of the Board was signed by all three members, who concurred on all points save one. The schedule of rules and rates which accompanied the report was signed by representatives of both the company and the employees. The Board was unable to reach an agreement with respect to the point concerning the rights of a messenger. Messrs. Gillen and Gunn favoured the contention of the employees. Mr. McGuigan did not concur in this view and presented a minority report.
(d) SHIPPING									
(e) TRANSPORT									
(f) AIR MAIL									
June 8, 1920	Canadian Pacific Railway and certain of its employees engaged in the commercial telegraph service, members of the Commercial Telegraphers' Union of America.	Lines of C P R	975, dir. 5,000,000	U.S. Honour Judge: R. D. Gunn, (c) 4, (E) 1; Phippen, K.C., (E) 1; Jas. T. Gunn, (M) 1.	June 2, 1920	July 11, 1920	July 21, 1920	Aug. 7, 1920	The report in this case was received from the chairman, but was later followed by a copy signed by Mr. Phippen, with certain reservations noted. Mr. Gunn, the employees' nominee, did not concur in these findings and presented a minority report. Advice was later received that an agreement has been reached between the parties concerned.

## SESSIONAL PAPER No. 37

(f) TELEPHONES

Inquiry showed a dispute between two unions involved, and, in the Minister's view, no good purpose could be served by the establishment of a Board.

May 25, 1920	British Columbia Telephone Company, Limited, and certain of its employees, being electrical workers, members of Local Unions Nos. 213, 230 and 77A, International Brotherhood of Electrical Workers.	Vancouver and Victoria, B.C.	650	Wages and conditions.
--------------	--	------------------------------	-----	-----------------------

## (3) MISCELLANEOUS

## LIGHT AND POWER

May 2, 1920	Ottawa Gas Company Employees, and certain of its employees, being gas workers, members of Federal Union No 16517.	Ottawa, Ont	110	Wages and conditions.	E. McG. Quirk, (C) 4; Geo. D. Kelley, (E) 1; Wm. Lodge, (M) 1.	May 15, 1920	May 21, 1920	The report was signed by the chairman and Mr. Kelley, and was accompanied by a proposed agreement covering wages and conditions which both parties later expressed their willingness to accept. Mr. Lodge presented a minority report.
April 29, 1920	Winnipeg Electric Railway Company and certain of its employees, being members of the Gas Workers' Union.	Winnipeg, Man.	100	Wages and conditions.	His Honour Judge R. H. Myers, (C) 4; Chas. E. Dafoc, (E) 1; R. S. Ward, (M) 1.	May 20, 1920	July 6, 1920	The report was signed by the chairman and Mr. Dafoc and was accompanied by a proposed agreement, on the basis of which, it is understood, a new working agreement was effected. Mr. Ward presented a minority report.
May 1, 1920	Toronto Hydro Electric Commissioners and their employees, being electrical workers, members of Local Union No. 353, International Brotherhood of Electrical Workers.	Toronto, Ont	250 dir. 250 indir.	Wages and conditions.	J. M. Goffrey, (C) 4; Frank R. Stewart, (E) 1; Louis Braithwaite, (M) 1.	June 15, 1920	July 6, 1920	The report was signed by all three members and contained recommendations as to settlement of the dispute. These were accepted by the company. A minority report was, however, later received from Mr. Braithwaite. No strike occurred.
May 14, 1920	Great Lakes Power Company, Limited, and certain of its employees, being members of Local No. 726, International Brotherhood of Electrical Workers.	Sault Ste. Marie, Ont	15	Wages				After the application had been received, through the medium of an officer of the department, further negotiations between the contestants were renewed and a settlement effected without the necessity of Board procedure.

STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—Continued

(3) MISCELLANEOUS—Concluded

LIGHT AND POWER—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (E) Employer; (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
June 18, 1920	(1) Toronto and Niagara Employees. (2) Power Company; (2) Toronto Power Company; (3) Toronto; (3) Toronto Power Company, Niagara Falls, Ont., and (4) Toronto Street Railway Company and certain of their employees being members of the following trade unions, namely: (1) blacksmiths and helpers, members of Local 318, International Brotherhood of Blacksmiths and Helpers; (2) electrical workers and helpers, members of Local 353, Toronto, and Local 897, Niagara Falls, International Brotherhood of Electrical Workers; (3) woodworkers, members of Toronto District Council of Carpenters, and (4) machinists and helpers, members of district Lodge No. 46, International Association of Machinists, and Lodge 1296, Niagara Falls, Ont., International Association of Machinists.	Toronto and Niagara Falls, Ont	450 dir 200 indir	—	Wages, hours and conditions	V. E. Gillen, (c) 4; W. H. Moore, (E) 1; Fred. Bancroft, (M) 1	July 14, 1920	Aug. 20, 1920	The report was signed by the chairman and Mr. Bancroft and was accompanied by a proposed schedule and recommendations concerning settlement of the dispute. These were accepted by the employees, but not by the companies and a strike occurred on Sept. 20. Negotiations were renewed and the men returned to work on Sept. 25, a settlement having been reached on the basis of the Board's findings in so far as concerned the wages question, but the companies maintained their original stand with regard to certain working conditions and rules. Mr. Moore, while not signing the award, did not present a minority report.
July 31, 1920	Vancouver and Victoria Employees Gas Companies and certain of the employees of the said companies, being gas workers.	Vancouver and Victoria, B.C.	146	—	Wages	Charles E. Tisdall, (c) 3; A. G. McCandless, (E) 1; Victor R. Midgley, (M) 1.	July 27, 1920	Aug. 23, 1920	The report was signed by the chairman and Mr. McCandless and contained recommendations regarding settlement of the dispute. These recommendations were accepted by the company but rejected by

## SESSIONAL PAPER No. 37

the men and a strike occurred on Sept. 8. Negotiations were renewed and a settlement was effected, the men returning to work on Sept. 27. A minority report was presented by Mr. Midgley.

The report of the Board was unanimous and while no recommendations were made concerning increased rates of wages, certain suggestions were made as to modifications of a number of the clauses of the present working agreement. The findings of the Board were accepted by the employing companies but rejected by the men and a strike occurred on Feb. 22. Through renewed negotiations a settlement was effected and the men returned to work on March 8.

Oct. 19, 1920 (1) British Columbia Employees 200  
Electric Railway Company; (2) Vancouver Power Company, Limited, and (3) Vancouver Island Power Company, Limited, and certain employees of each of the said companies, being members of Local Unions Nos. 213 and 230, International Brotherhood of Electrical Workers

Nov. 17, 1920 M. H. McGeough, (C) 4; A. G. McCallum, (E) 1; Edmund H. Morrison, (M) 1  
Wages and "closed shop"

Jan. 8, 1921

## II.—DISPUTES NOT FALLING CLEARLY WITHIN THE DIRECT SCOPE OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

## (1) PUBLIC UTILITIES UNDER PROVINCIAL OR MUNICIPAL CONTROL.

## (a) STREET RAILWAYS

While correspondence was taking place concerning the consent of the city with respect to the establishment of a Board, through the mediation of an officer of the department, direct negotiations between the disputants were renewed, and a settlement was effected without Board procedure

Wages

STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—*Continued*

(1) PUBLIC UTILITIES UNDER PROVINCIAL, OR MUNICIPAL, CONTROL—*Concluded*

OTHER CIVIC EMPLOYEES—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (E) Employer; (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Aug. 16, 1920	Corporation of the City Employees of Fort William and certain of its employees, being fire fighters, members of Local Union No. 193, International Association of Fire Fighters	Fort William, Ont	36	Wages	[N. M. Patterson, (c) 3; Aug. 1920; W. A. Dowler, K.C., (E) 1; J. R. Pattison, (M) 1.]	Dec. 13, 1920	Dec. 17, 1920	Dec. 17, 1920	The report was signed by the chairman and Mr. Dowler and contained recommendations concerning increased wages as a settlement of the dispute. The findings were accepted by the corporation but rejected by the men. Mr. Patterson presented a minority report. No strike occurred.
Mar. 24, 1921	Corporation of the City of Ottawa and certain of its employees, being firemen, members of the International Association of Fire Fighters	Ottawa, Ont	177 dir. 5 indir.	Wages and conditions	Wages	[Proceedings unfinished at the close of the fiscal year]			
Mar. 31, 1921	Corporation of the City of Windsor and certain of its employees, being firemen, members of Local Union No. 159, International Association of Fire Fighters	Windsor, Ont		Wages	Wages				
Feb. 25, 1920	Canadian Fish and Cold Storage Company and certain of their employees, being fish packers	Prince Rupert, B.C.							
April 7, 1920	Various manufacturers of wood-work in general in Ottawa, and certain of their employees, members of Local No. 646, United Brotherhood of Carpenters and Joiners of America.	Ottawa, Ont	350 dir. 100 indir.	Wages	Wages				

(2) MISCELLANEOUS

His Honour Judge F. Mar. 21, 1920	His Honour Judge F. Mar. 21, 1920	His Honour Judge F. Mar. 21, 1920	His Honour Judge F. Mar. 21, 1920
D. Gunn, (c) 3, Stewart McClelland, (E) 1; Geo. Rudderham, (M) 1.	D. Gunn, (c) 3, S. P. McMordie, (E) 1; Geo. Rudderham, (M) 1.	D. Gunn, (c) 3, S. P. McMordie, (E) 1; Geo. Rudderham, (M) 1.	D. Gunn, (c) 3, S. P. McMordie, (E) 1; Geo. Rudderham, (M) 1.
Aug. 10, 1920	Aug. 10, 1920	Aug. 10, 1920	Aug. 10, 1920

12 GEORGE V, A. 1922

In this case the employers and employees concerned were advised that joint consent to Board reference would be necessary, as well as that the companies should nominate one person to represent them jointly on the Board. In the meantime direct negotiations between the disputants were re-

## SESSIONAL PAPER No. 37

newed and indicated a settlement without Board reference. These were not successful, however, and a strike occurred on June 12. An application for a Board was then received from the Corporation of the City of Ottawa, under section 63A of the I. D. I. Act. A Board was established and the men returned to work pending the Board's decision. The report was signed by the chairman and Mr. McClenaghan, and was accompanied by proposed schedules. These findings were accepted by the men but rejected by the companies. No further strike, however, occurred. Mr. Maclean presented a minority report.

3. The report of the Board was unanimous and contained recommendations as to changes in wages and conditions. The findings of the Board were accepted by the men with certain reservations. Advice was received from the company that they had put into effect certain of the recommendations of the Board.

After the application had been received, through the mediation of an officer of the department in the locality, direct negotiations between the disputants were renewed and a settlement effected without Board procedure.

3. The report of the Board was unanimous and contained recommendations as to settlement of the dispute. Advice was later received from both parties that these recommendations were acceptable to them.

His Honour Judge G. Patterson, (C) 3; Prof. Howard Murray, (E) 1; J. C. Watters, (M) 1.

Wages

Wages

His Honour Judge G. Patterson, (C) 3; Prof. Howard Murray, (E) 1; J. C. Watters, (M) 1.

Wages and conditions.

New Glasgow, N.S., 1,070

April 17, Nova Scotia Steel and Employees. . . Coal Company and certain of its employees, being members of the three organizations (1) the Amalgamated Association of Iron, Steel and Tin Workers of America; (2) the International Brotherhood of Electrical Workers, and (3) the International Association of Machinists.

April 22, William Davies Company, Limited; Harris Abattoir; Gunn's, Limited; Swift Canadian Company, and Canadian Packing Company, and certain of their employees, being members of Local Union No. 188, Amalgamated Meat Cutters and Butcher Workmen of North America.

April 22, 1920

Wages and conditions. . . .

3,400 dir. 4,500 indir.

Toronto, Ont. . .

. . .

. . .

Ottawa, Ont. . .

987.

Wages

3,400 dir. 4,500 indir.

. . .

. . .

Ottawa, Ont. . .

1920

1. T. A. Beament, (C) 3; Chas. Hopewell, (E) 1; Tom Moore, (M) 1.

2. Ottawa Branch of the Employees. . . Canadian Employer. . . .

3. Association of Canadian Building and Construction Industries and certain of their employees, being carpenters, electrical workers, painters, and roofers.

3. The report of the Board was unanimous and contained recommendations as to settlement of the dispute. Advice was later received from both parties that these recommendations were acceptable to them.

1. The report of the Board was unanimous and contained recommendations as to settlement of the dispute. Advice was later received from both parties that these recommendations were acceptable to them.

STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—*Continued*

50

(2) MISCELLANEOUS - *Continued*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (E) Employer; (M) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
May 21, 1920	Various contractors of Employees. .	Lethbridge, Alta. .			Wages and conditions.				The consent of the municipality not being received no Board could be established.
May 25, 1920	Canadian General Electric Company and certain of its employees at Peterborough, being electrical workers, machinists, etc.	Municipality.	Peterborough, Ont.	620	Wages	His Honour Judge R. D. Gunn, (c) 3; His Honour Judge T. A. McGillivray, (E) 2; John Munro, (M) 1. (Nominated by Municipality and employees)	June 14, 1920	June 25, 1920	In this case a strike occurred on May 6 of the machinists, followed on May 18 by the electricians, and an application for the establishment of a Board was received from the Corporation of the City of Peterborough under section 63A of the I. D. I. Act. The report of the Board was signed by the chairman and Mr. Munro, and contained recommendations as to settlement of the dispute. These findings were accepted by the employees, but rejected by the company. Renewed negotiations, however, resulted in a settlement of the dispute. Judge McGillivray presented a minority report.
July 10, 1920	Master Printers of Ottawa, members of the Ottawa Printers and Bookbinders' Association, and certain of their respective employees, being members of Ottawa Typographical Union No. 102.	Employees.	Ottawa, Ont.	70	Wages	Geo. D. Kelley, (c) 3; J. Kilpatrick, (E) 1; Jas. Drury, (M) 1	July 15, 1920	July 22, 1920	The report of the Board was unanimous and contained recommendations as to settlement, which both parties later expressed their willingness to accept.
Aug 9, 1920	Algoma Steel Corporation and certain of its employees, being members of Local 697, International Union of Steam and Operating Engineers.	Employees.	Sault Ste. Marie, Ont.	70 dir. 3,000 indir	Wages				In this case, although the company had granted consent to the establishment of a Board, renewed negotiations between the disputants indicated a settlement without Board reference, and the matter was, therefore, dropped by the Labour Department.

12 GEORGE V. A. 1922

## SESSIONAL PAPER No. 37

Aug. 20, 1920	Canadian Press, Limit-Employer. . .	Dominion of Canada [80 (except Prince Edward Island)	Wages . . .	His Honour Judge R D. Gunn, (c) 3; E. Norman Smith, (E) I; David Campbell, (M) 1.	Aug. 25, Sept. 16, 1920	The report was signed by the chairman and Mr. Smith and contained recommendations as to settlement. These recommendations were accepted by the company but rejected by the men who favoured the minority report, which was presented by Mr. Campbell. No strike occurred.
Sept. 16, 1920	La Patrie Publishing Company and La Presse Publishing Company, Montreal, and certain of their employees, being members of the Montreal Newswriters' Union, Local No. 10.	Montreal, Que. . .	Wages and union recognition. . .	Consent to the establishment of a Board was declined by the companies concerned.	Sept. 16, 1920	Consent to the establishment of a Board was refused by certain of the companies involved.
Oct. 21, 1920	Wallace Shipyards, Employees. . .	Vancouver, B.C.	Wages . . .	In the Minister's view this dispute was not one which fell within the scope of the I. D. I. Act for adjustment.	Oct. 21, 1920	Consent to the establishment of a Board was declined by the company.
Jan. 14, 1921	Ontario Association of Electrical Contractors and certain of their employees, being inside firemen and apprentices, members of the Canadian Electrical Trades Union, Toronto Branch.	Toronto, Ont.	Wages and union recognition. . .	Consent to the establishment of a Board was declined by the company.	Jan. 14, 1921	Consent to the establishment of a Board was declined by the company.
Feb. 14, 1921	Dominion Iron and Steel Employees Company, Limited, and certain of its employees, being members of Local No. 697, International Steam and Operating Engineers.	Sydney, N.S.	Wages . . .	Consent to the establishment of a Board was declined by the company.	Feb. 14, 1921	Consent to the establishment of a Board was declined by the company.
Mar. 12, 1921	Dryden Paper Company, Limited, and certain employees, members of the International Brotherhood of Pulp, Sulphite and Paper Mill Workers.	Dryden, Ont	Wages . . .	Consent to the establishment of a Board was declined by the company.	Mar. 12, 1921	Consent to the establishment of a Board was declined by the company.

## STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—Concluded

## (2) MISCELLANEOUS—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of Dispute	Name of Member of Board (C) Chairman; (E) Employer; (M) Employees	Date on which Board was constituted	Date of receipt of report of Board
Mar 21, 1921	Dominion Steel Company, and certain of its employees, being electrical workers, machinists, etc.	Employees	Sydney, N.S.	4,000 approx	Wages.			Proceedings until held at the close of the first year.
Mar 21, 1921	Nova Scotia Steel and Coal Company and certain of its employees, members of (1) the Amalgamated Association of Iron, Steel and Tin Workers; (2) the International Association of Machinists, and (3) the International Brotherhood of Electrical Workers.		New Glasgow, N.S.	1,025	Wages.			Proceedings until held at the close of the first year.

### III. FAIR WAGES

The Fair Wages Branch of the department has to do with the administration of the fair wages policy of the Dominion Government, which is based on a resolution of the House of Commons adopted in the session of 1900, as follows:—

“That it be resolved, that all Government contracts should contain such conditions as will prevent abuses, which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy, and deems it the duty of the Government to take immediate steps to give effect thereto.

“It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds.”

Additional force was given to the fair wages resolution in the revision of the Railway Act in 1903, by the insertion in that statute of a section requiring the payment of current rates of wages to all workmen engaged in the construction of any line of railway towards which the Parliament of Canada has voted financial aid by way of subsidy or guarantee.

An Order in Council was adopted on August 30, 1907, “to more effectively further the purpose of the fair wages resolution of the House of Commons of Canada, of March, 1900,” by the insertion of the following clauses in all Government contracts to which the said resolution applies:—

“1. Contractors shall post in a conspicuous place on the public works under construction, the schedule of wages inserted in their contracts for the protection of the workmen employed.

“2. Contractors shall keep a record of payments made to workmen in their employ, the books or documents containing such record shall be open for inspection by the fair wages officers of the Government at any time it may be expedient to the Minister of Labour to have the same inspected.”

In connection with proposed works of construction a fair wages schedule setting forth the minimum wage rates and the hours of labour to be observed is prepared in advance and embodied in the contract. The practice is to prepare these schedules as they are required. For this purpose one of the fair wages officers of the department usually visits the locality in which the work is to be performed and ascertains, by inquiry from both employers and workmen, the scale of remuneration and the hours of labour generally prevailing in the district for the various classes of labour required.

In other cases a general clause is inserted in the contract, the terms of which are as follows:—

All mechanics, labourers or other persons who perform labour in the construction of the work hereby contracted for, shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed, and if there is no current rate in such district, then a fair and reasonable rate, and shall not be required to work for longer hours than those fixed by the custom of the trade in the district where the work is carried on, except for the protection of life or property, or in the case of other emergencies. In the event of a dispute arising as to what is the current or a fair and reason-

12 GEORGE V, A. 1922

able rate of wages or what are the current hours fixed by the custom of the trade, it shall be determined by the Minister of Labour, whose decision shall be final.

These conditions shall extend and apply to moneys payable for the use or hire of horses or teams, and the persons entitled to payment for the use or hire of horses or teams shall have the like right in respect of moneys owing to them as if such moneys were payable to them in respect of wages.

In the event of default being made in payment of any money owing in respect of wages of any mechanic, labourer or other person employed on the said work, and if a claim therefor is filed in the office of the Minister of ..... and proof thereof satisfactory to the minister is furnished, the minister may pay such claim out of any moneys at any time payable by His Majesty under such contract and the amounts so paid shall be deemed payments to the company.

The company shall post in a conspicuous place on the works under construction the general clause above mentioned for the protection of the workmen employed.

The company shall keep a record of payments made to workmen in its employ, and the books or documents containing such record shall be open for inspection by the fair wages officers of the Government at any time it may be expedient to the Minister of Labour to have the same inspected.

Fair wage conditions are also inserted in contracts for the manufacture of certain classes of Government supplies, and in contracts for all railway construction to which the Dominion Government has granted financial aid, either by way of subsidy or guarantee.

During the year various complaints were received in connection with inadequate wages and other matters pertaining to these railway contracts and the manufacture of Government supplies. These complaints were referred to the department of the Government directly involved. In many cases investigations were made by the Department of Labour, and, where complaints appeared to be well founded, recommendations concerning adjustment were made when referring the matter to the department concerned.

The Department of Labour is also frequently consulted by other departments of the Government regarding the wage rates to be observed in connection with work undertaken on the day labour plan.

The number of fair wages schedules prepared by the Department of Labour during the year 1920-21 for insertion in Government contracts was 49. These were divided among the different departments of the Government as follows: Public Works, 20; Railways and Canals, 12; Militia and Defence, 3; Marine and Fisheries, 6; Interior, 5; Naval Service, 2; and Indian Affairs, 1.

#### TABLES RELATING TO FAIR WAGES SCHEDULES

The following tables relate to fair wages schedules prepared by officers of the department during the fiscal year 1920-21, and show the different departments controlling the contracts concerned and the locality and value of the contract:--

## SESSIONAL PAPER No. 37

Fair Wages Schedules prepared for the Department of Public Works, 1920-21, showing the name of the locality concerned, etc.

Nature of work	Locality	Date schedule supplied by department	Date of contract	Amount of contract	Issue of Labour Gazette in which schedule published	Page
					Vol.	
Dry dock	Esquimalt, Skinner's Cove, B.C.	April 14, 1920	Feb. 17, 1921	Unit prices. (General Clause inserted instead of schedule supplied on April 14, 1920).	XX	1076
Breakwater improvements	Friar's Head, Inverness Co., N.S.	April 30, 1920.	No contract.			
Repairs to wharf.....	St. Francois Sud, Montmorency Co., Que.	May 5, 1920	July 26, 1920	Schedule rates	XX	1240
Public floating wharf.....	Kuskonook, Dist. of Kootenay, B.C.	May 5, 1920	Aug. 16, 1920	\$7, 950 00	XX	1240
Reconstruction of part of south pier .....	Bayfield, Huron Co., Ont.....	May 25, 1920	Nov. 9, 1920	Schedule rates	XX	1640
Repairs to coal dock .....	Three Rivers, Que.....	May 27, 1920	No contract.	Schedule rates	XX	1640
Repairs to pier .....	Pointe Aux Trembles, Portneuf Co., Que.	May 27, 1920	Aug. 23, 1920	Schedule rates.	XX	1240
Repairs to wharf .....	Ste. Famille, Island of Orleans, Que.....	May 27, 1920	Aug. 24, 1920	Schedule rates.	XX	1240
Reconstruction of Parliament Buildings	Ottawa, Ont.....	June 2, 1920	Dec. 7, 1920	Revised schedule	XXI	1240
Reconstruction of breakwater and repairs to pier .....	Quaco (St. Martin's), N.B.....	June 7, 1920	Dec. 7, 1920	\$24, 651 00	XXI	85
Reconstruction of west pier .....	Pele Island, Essex Co., Ont.....	June 9, 1920	Sept. 22, 1920	Unit prices.	XX	1375
Repairs to breakwater pier.....	Cape Bald, Westmoreland Co., N.B.....	June 9, 1920	No contract.			
Reconstruction of wharf .....	Thetis Island, B.C.....	June 15, 1920	Sept. 15, 1920	Schedule rates	XX	1376
Repairs to wharf.....	Cap St. Ignace, Montmagny Co., Que.	June 24, 1920	Nov. 4, 1920	Schedule rates	XX	1640
Removal of old swing bridge and construction of a single	Burlington Channel, Ont.	June 30, 1920	Nov. 30, 1920	\$75, 053 00	XXI	85
Iraff Strauss Trunnion Bascule bridge	St. Joseph de Sorel, Richelieu Co., Que	July 2, 1920	Oct. 1, 1920	\$2, 800 00	XX	1549
Ice breaker	Owl's Head, Halifax Co., N.S.....	July 5, 1920	Sept. 14, 1920	Schedule rates	XX	1375
Repairs to public wharf.....	Three Fathom Harbour, Halifax Co., N.S.....	July 5, 1920	Oct. 26, 1920	\$6, 079 00	XX	1640
Reconstruction and repairing of portion of the shore protection	Thessalon, Ont.....	July 10, 1920	Oct. 16, 1920	Schedule rates	XX	1550
Reconstruction of wharf.....	Toronto Harbour, Toronto, Ont	July 15, 1920	Oct. 12, 1920	Schedule rates	XX	1550

## DEPARTMENT OF LABOUR

**FAIR WAGES SCHEDULES** prepared for the Department of Railways and Canals, 1920-21, showing the name of the locality concerned, etc.

Nature of work	Locality	Date scheduled supplied by department	Date of contract	Amount of contract	Issue of <i>Labour Gazette</i> in which schedule published	Page
Stone protection on summit level on				Cost plus basis	XX	1570
Supply of a quantity of not less than 125,000 cu. yds. of sand to be obtained from the bed of Lake Ontario and delivered at Port Weller for use on	Welland Canal, Ont.	Aug. 27, 1920	Oct. 11, 1920		XX	1244
Sand blasting and painting bridges (eight in number) ...	Welland Canal, Ont.	Aug. 4, 1920	Aug. 20, 1920	100c. per cu. yd. ....	XX	1550
Fabricating, supplying and erecting of a 95 ft steel highway swing bridge over ...	LaChute Canal, Que.	Sept. 14, 1920	Oct. 4, 1920	Schedule rates.	XX	1550
Superstructure of a steel highway swing bridge at Crossing No. 6, over ... ....	Trent Canal, Bobcaygeon, Ont.	Dec. 24, 1920	Feb. 15, 1921	\$13,452 00	XXI	117
Construction of a dam on	Chambly Canal, St. John's, Que.	Jan. 3, 1921	Mar. 2, 1921	\$5,400 00	XXI	621
Construction of a triple re-inforced concrete box culvert at mileage 36.4 on.....	Trent Canal, Nassau, Ont.	Jan. 13, 1921	Feb. 2, 1921	Schedule rates		
Erection of a 350-ton, 3-track mechanical coaling plant and wet sand bin, dry sand bin and drier house, complete with all appurtenances	Chaudiere Jet., Que., on Canadian National Railways	Feb. 2, 1921	Feb. 10, 1921	\$40,800 00	XXI	417
Remodelling and erection of three steel bridges on	Buatoche and Albert Subdivision of the Canadian National Railway, N.B.	Feb. 7, 1921	Feb. 10, 1921	Schedule rates	XXI	117
Certain materials required at	Cape Tormentine, N.B., and Port Borden, P.E.I., terminals of the Prince Edward Island Ferry	Feb. 7, 1921	Feb. 10, 1921	Schedule rates.		
Supplying of new pier members and end floor beam connections for one 104 ft. 7 in. pony truss span, including erection of span and removal of existing super-structure.	Pugwash Subdivision of the Canadian National Railways, N.S.	Mar. 1, 1921	No contract			
Construction of Section 5	Welland Canal, Ont.	Mar. 16, 1921	No contract			

**FAIR WAGES SCHEDULES** prepared for the Department of Marine and Fisheries, 1920-21, showing the name of the locality concerned, etc.

Vicinity of Prince Rupert, B.C.	May 3, 1920	\$22,611 00	XXII	1041
Carmarthen, B.C.	May 27, 1920	No contract		
Vicinity of Bloody Island, Richelieu River, Gd. of St. John, Que.	June 1, 1920	No contract		
Vicinity of Point Lepreau, N.B.	Oct. 9, 1920	No contract		
Carmarthen, B.C.	Jan. 26, 1921	No contract		
Vicinity of La cornub, N.S.	Mar. 10, 1921	No contract		

12 GEORGE V, A. 1922

## SESSIONAL PAPER No. 37

FAIR WAGES SCHEDULES prepared for the Department of the Interior, 1920-21, showing the name of the locality concerned, etc.

Certain work . . . . .	Rocky Mountains Park, Banff, Alta.	April 19, 1920	No contract . . . . .	Day labour
Certain work . . . . .	Jasper Park, Jasper, Alta. . . . .	April 19, 1920	No contract . . . . .	Day labour
Certain work . . . . .	Waterton Lakes Park, Waterton, Alta. . . . .	April 19, 1920	No contract . . . . .	Day labour
Certain work . . . . .	Yoho Park, Field, B.C. . . . .	April 19, 1920	No contract . . . . .	Day labour
Certain work . . . . .	Glacier Park, Field, B.C. . . . .	April 19, 1920	No contract . . . . .	Day labour

FAIR WAGES SCHEDULES prepared for the Department of Militia and Defence, 1920-21, showing the name of the locality concerned, etc.

All trades . . . . .	Toronto, Ont . . . . .	May 14, 1920	No contract . . . . .	Day labour
All trades . . . . .	London, Ont . . . . .	June 8, 1920	No contract . . . . .	Day labour
Building trades . . . . .	Quebec, P.Q., and Levis, P.Q. . . . .	Oct. 6, 1920	No contract . . . . .	Day labour

FAIR WAGES SCHEDULES prepared for the Department of Naval Service, 1920-21, showing the name of the locality concerned, etc.

Drainage works at Radiotelegraph station Certain trades . . . . .	Sault Ste. Marie, Ont Victoria, B.C. . . . .	Aug. 16, 1920 Oct. 11, 1920	Sept. 9, 1920 Oct. 11, 1920 Oct. 11, 1920 Oct. 21, 1920	\$737.50 \$206.00 \$250.00 \$324.00
--	---	--------------------------------	--	--

FAIR WAGES SCHEDULES prepared for the Department of Indian Affairs, 1920-21, showing the name of the locality concerned, etc.

Certain trades . . . . .	Ottawa and district . . . . .	Oct. 22, 1920	No contract . . . . .
--------------------------	-------------------------------	---------------	-----------------------

## SCHEDULES BY PROVINCES.—Table showing, by Provinces, the Fair Wages Schedules Prepared, 1920-21.

Department of Government	Nova Scotia	New Brunswick	Quebec	Ontario	Saskatchewan and Alberta	British Columbia	Affecting more than one Province	Total
Public Works	3	12	6	6		3		20
Railways and Canals	1	1	3	6			1	12
Marine and Fisheries	1	1	1			3		6
Interior			1	2	3	2		5
Militia and Defence			1	1				3
Naval Service				1		1		2
Indian Affairs								1
Total	5	4	11	16	3	9	1	49

## POST OFFICE CONTRACTS.—List of supplies furnished the Post Office Department by contract, or otherwise, under conditions for the protection of the labour employed, which were approved by the Department of Labour, 1920-21.

Name of Order	Amount of Order
Making metal dating stamps and type and making other hand stamps and brass crown seals.....	\$ 20,447 37
Making rubber stamps, dater, etc.....	3,207 61
Supplying stamping material, pads and ink.....	6,600 02
Making and repairing post office scales.....	20,981 95
Supplying mail bagging and making up new mail bags	153,714 68
Supplying mail bag fittings.....	59,861 75
Making and supplying articles of official uniforms, also supplying cloth for official uniforms.....	270,776 81
Supplying letter carriers' satchels.....	9,642 83
Supplying letter boxes and keys, glasses for letter boxes, string cutters, mail clerks' tin boxes, also repairing letter boxes, hampers and motors.....	4,327 40
Supplying motor trucks.....	41,237 87
Making and repairing miscellaneous articles of postal stores.....	85 47
Total.....	\$ 590,883 76

## SESSIONAL PAPER No. 37

TABLE of Fair Wages Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1921.

3 Complaint received	4 Locality and public work	Department affected	Subject of investigation	Disposition
April 1, 1920 St John, N.B. Armoury.	Militia and Defence.		Alleged that the prevailing rates of wages were not being paid to various classes of labour.	Investigation by an officer of the department showed that the claim appeared to be well founded. Assurance was received from the Department of Militia and Defence that an adjustment would be made.
April 6, 1920 Quebec, Que. Immigration Bldg.	Militia and Defence		Alleged that certain carpenters were being required to work ten hours a day without an extra allowance for overtime.	Investigation by an officer of the department showed that the claim was justified, and recommendations concerning adjustment were made to the Department of Militia and Defence.
April 21, 1920 Quebec, Que. Armoury.	Militia and Defence.		Request for increased wages by tool-room foreman and instructor.	Investigation by an officer of the department showed that the increased rates requested were fair and reasonable, and recommendations were made to the Department of Militia and Defence accordingly.
May 1, 1920 Ottawa, Ont. Royal Mint.	Militia and Defence.		Request from certain employees for increased bonus.	The matter was investigated by an officer of the department who found that the request of the employees in question was warranted, and the Deputy Master of the Mint was advised accordingly.
June 2, 1920 Lindsay, Ont. Dominion Arsenal	Militia and Defence.		Demand for increased wages from certain of the female employees.	Investigation by an officer of the department showed the demand to be justified, and recommendations were made to the Department of Militia and Defence concerning the matter.
July 8, 1920 Collingwood, Ont. Breakwater.	Public Works.		Alleged that contractors were not paying the prevailing rates of wages to labourers.	Investigation by an officer of the department in the locality showed that the rate paid this class of labour was inadequate and a recommendation was made to the Department of Public Works accordingly.
July 28, 1920 Ottawa, Ont. Parliament Buildings	Public Works		Alleged that toolsmiths were not receiving a sufficient rate of wage as compared with that of other classes engaged on this work	The matter was investigated by an officer of the department and it was found that the claim was not justified.
Aug. 27, 1920 Burlington, Ont. Revetment wall.	Public Works		Alleged that contractors were not paying the prevailing rate of wages to engineers and that the rates paid other classes were correspondingly low; also that working conditions were unsatisfactory.	An officer of the department visited the locality and it was found upon investigation that the demands and complaints were justified. The matter was referred to the Department of Public Works and advice was later received that increased rates would be granted, and that in some cases these would be made retroactive as circumstances justified.
Sept. 2, 1920 Welland Canal Sept. 18, 1920 Mar. 17, 1921	Railways and Canals.		Complaint that wages paid various classes of labour were not those prevailing in the district; also claim from a workman for hospital and medical fees, alleging that his illness had been caused by drinking impure water while working on this contract; further that he had not received the full amount of wages due him. In the spring of 1921 another demand was made by various classes with respect to increased wages and shorter hours.	The complaints with respect to wages and conditions received the attention of the Minister of Labour, the Minister of Railways and Canals and an officer of the Department of Labour, who visited the locality. Investigations showed that in the year 1920 the wages were consistent with those prevailing in the district, but in the spring of 1921 certain revisions were made and various adjustments effected with respect to wages and hours. The workman's claim for hospital and medical fees, also for certain wages, was investigated. Payment was made to the workman, and it was found to be due him, but the claim for hospital and medical fees was considered unjustified.
Sept. 11, 1920 Port Arthur, Ont. Breakwater. (Bure Point).	Public Works.		Alleged that contractors had required a brakeman to work excessive hours without payment of the overtime rate.	Investigation showed that the work required of this workman was not that of an experienced trainman and no specific rate had been named for it in the contract governing the contract; also that the rate paid this workman was one which had agreed upon when accepting the work

## DEPARTMENT OF LABOUR

12 GEORGE V, A. 1922

TABLE of Fair Wages Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1921—*con.*

Complaint received	Locality and public work	Department affected	Subject of investigation	Disposition
Oct. 25, 1920	Halifax, N.S. H.M.S. Dockyard.	Naval Service.	Alleged that boilermakers' helpers were not receiving the rate of wages prevailing in the district.	Investigation showed that this claim was not well founded.
Nov. 29, 1920	Ottawa, Ont. Experimental Farm.	Agriculture.	Alleged that four carpenters, employed temporarily, were not being paid the current rate of wages; also that they were being required to work overtime without extra allowance.	This matter was investigated through correspondence with the Department of Agriculture and it was found that these claims were, in part, justified. Settlements were made accordingly.
Dec. 14, 1920 Dec. 15, 1920	Collingwood, Ont. Toronto, Ont. Government work.	Marine.	Alleged that shipbuilding companies in Collingwood and Toronto building ships for the Federal Government were not paying prevailing rates of wages.	Investigation by an officer of the department indicated that in view of the unemployment situation existing at that time the rates paid were fair and reasonable.
Jan. 6, 1921	London, Ont. Westminster Hospital.	Public Works.	Alleged by certain workmen that they were performing carpentry work but were not receiving the current rate for this class of labour.	Investigation by an officer of the department showed that the claim appeared to be well founded, and the contractors concerned agreed to make adjustments accordingly.
Jan. 14, 1921	Toronto, Ont. Postal Station "A."	Public Works.	Alleged that workmen were required to work excessive hours without being paid the overtime rate.	Investigation by an officer of the department showed that these workmen had agreed to work overtime for the rate at which they were paid, and that the claim, therefore, was not justified.

#### IV. WORK OF THE DIRECTOR OF COAL OPERATIONS

Mr. W. H. Armstrong, Director of Coal Operations in District Eighteen, United Mine Workers of America, comprising the coal mining area of the Province of Alberta and the eastern part of British Columbia, submits the following report to the Minister:—

Honourable G. D. ROBERTSON,  
Minister of Labour,  
Ottawa, Ont.

DEAR SIR.—I have the honour to submit herewith my third annual report on the work of the office of the Director of Coal Operations for the fiscal year ending March 31, 1921.

The year as a whole showed less industrial disputes or cessations of work in the coal mining industry of District Eighteen than the previous one. There were at different points in the area thirty-eight strikes which occasioned an estimated loss of 57,582 working days, compared with fifty-eight strikes and a loss of 502,405 working days for the fiscal year ending March 31, 1920. Of the thirty-eight strikes mentioned, no less than thirty-one were caused through the agitation of the One Big Union. Continued efforts were made by that organization to persuade the miners in District Eighteen to violate their agreement with the coal operators, but with little success other than small pit-head strikes. The One Big Union, through their solicitors, attacked in the courts the legality of the Orders in Council empowering the Director of Coal Operations to administer the affairs of District Eighteen. These Orders in Council were, however, finally confirmed by Act of Parliament and the litigation was dropped.

In the period covered by this report, there were forty-three disputes referred to the Director of Coal Operations for adjudication. Of these, eleven were decided in favour of the employer, eight in favour of the employees, seven were compromised, twelve withdrawn, and decisions have not yet been rendered upon the remainder.

The mines worked practically full time during the calendar year 1920, and the output from the district for that period was the highest in its history. Owing to the almost unprecedentedly mild winter of 1921, the demand for fuel for the first three months of that year was much less than that of former years. As a consequence several of the collieries worked only part time. The total production of the mines in District Eighteen for the calendar year 1920 was 7,852,858 tons, being 2,190,128 tons in excess of the year 1919. In another part of this report will be found a comparative statement giving in detail the output.

#### NEGOTIATIONS FOR NEW AGREEMENT

During the month of April, 1920, a new contract was completed between the employers and employees of the coal mines in the Central Competitive Field of the United States. Following the adoption of that agreement, the miners of District Eighteen, through their representatives, requested a conference with the Western Canada Coal Operators' Association to discuss the question of a new contract. A joint meeting was, therefore, arranged to take place on the 26th of May at Calgary, Alberta, and at which were present representatives of the coal operators and the employees. At that conference the latter submitted the following basic demands for a renewal of the agreement:—

12 GEORGE V, A. 1922

1. We demand a two years' agreement from April 1, 1920, with provisions for high cost of living investigation as outlined in Section "D" of order No. 1 of the Director of Coal Operations.

2. We demand an increase of 27 per cent on all day wage rates in and around the mines, same to be applied on the 1917 rates of wages, plus 92 cents high cost of living rates.

3. We demand that 50 cents per day be added to all adjusted rates for outside labour working on the three-shift system.

4. That all rates governing boys' wages be eliminated and be substituted by the rates governing "unclassified labour".

5. We demand that 27 per cent be added to all contract tonnage rates, dead work, yardage, and room turning rates; this to be made applicable after first adjusting 92 cents to the contract tonnage.

6. We demand that all adjusted rates be retroactive to December 1, 1919, and that an investigation be made into the cost of living to commence December 1, 1919, up to June 1, 1920, and that the wages be adjusted in line with the provisions of clause "D" of order No. 1 of the Director of Coal Operations, and every four months thereafter.

7. We demand that eight hours constitute a day's work in and around the mines, and we demand a forty-six hour week, with six hours on Saturday with full payment.

8. That the inequalities now existing, also conditions requiring to be adjusted, be considered in joint conference of the operators and miners, with a view to bringing about an amicable settlement.

9. We demand that all coal be paid for on a run of mine basis at the rate of 2,000 pounds per ton.

Following the discussion of the foregoing demands, a joint committee was appointed to consider the question. The operators were represented by Messrs. O. E. S. Whiteside, Chairman, W. F. McNeill, Secretary, Lewis Stockett, John Shanks, Jesse Gouge, Geo. Kellock, B. Caulfield, L. A. Drummond and R. S. Ord. The miners' representatives consisted of Messrs. Frank Wheatley, Chairman, R. McLeod, Secretary, R. Peacock, N. McDonald, G. Billsborough, and Robt. Livett, Mr. John P. White, special representative of President John L. Lewis of the United Mine Workers of America, was also in attendance and rendered valuable assistance in solving the many intricate questions brought before the conference.

In reply to the before-mentioned demands of the miners, the operators submitted the following proposal:—

1. We agree to make contract dated June 1, 1920, to expire March 31, 1922, with provisions for H.C.L. investigation starting four months after date of this agreement as outlined in section "D" of order No. 1 of the Director of Coal Operations, providing the scale of wages and contract rates in force throughout the district on October 31, 1919, shall be made the minimum below which no reduction shall be made during the life of this agreement.

2. We agree to an increase in all day wage rates for men in and around the mines of one dollar (\$1) per day, and an increase of fifty-three cents (53 cents) per day to rates for boys, both increases to apply to the rates contained in the 1917 agreement, leaving the H.C.L. bonus of 92 cents remaining as at present.

3. We cannot agree.

4. We cannot agree.

## SESSIONAL PAPER No. 37

5. We agree to an increase to the contract tonnage rates and to mining rates where coal is paid for entirely on the yardage basis of 27 per cent to be made applicable to the 1917 agreement without reference to the 92 cents H.C.L. bonus, provided that the maximum increase to be added under this clause shall not exceed 24 cents per ton in any mine, and we further agree that, in mines where coal is paid for on the tonnage basis, there shall be an increase for dead work, yardage and room turning rates of 20 per cent to be applied in the same manner, leaving the H.C.L. bonus of 92 cents to be applied as per order No. 50 of the Director of Coal Operations.

6. That we cannot agree to the application of the new rates now being negotiated made retroactive in their application. We agree to the appointment of an H. C. L. Commission as outlined in our reply to clause No. 1, but the award of this Commission shall not be retroactive.

7. As all rates for the district are now based on eight hours, we agree that they shall continue to be so, but cannot agree to a forty-six hour week.

8. Unless especially provided in the contracts, all matters mentioned as inequalities are covered by the contract rates, and we cannot agree to make changes which will increase the cost of production over and above that contained in clause 5 of our reply.

9. That all coal be paid for as at present.

10. With respect to added classifications, we ask for further information. Having considered the operators' proposal, the miners submitted the following counter proposition:—

(a) We agree that a new contract be entered into to expire March 31, 1922.

(b) We agree that this contract be retroactive to May 20, 1920, and the retroactive pay be paid in full on or before August 1, 1920.

(c) This contract is made and entered into for the sole use of the members of the United Mine Workers of America and the members of the Western Canada Coal Operators' Association. All men who work in and around the mines who are eligible to become members of the United Mine Workers of America shall join that organization and agree to sign check-off for all dues, assessments and fines, and the management of the mines agree to forward deductions made to the acting secretary of the district or such other persons as that official may designate.

(d) That all day wage rates in effect on October 31, 1919, shall be advanced 27 per cent.

(e) 1. Except in the lignite fields, all contract tonnage rates and contract yardage mining rates in effect on October 31, 1919, be advanced 27 per cent.

2. That the tonnage rates in the lignite fields be advanced 24 cents.

3. All dead work, yardage, room turning rates in effect October 31, 1919, be advanced 20 per cent.

(f) That the application of the H.C.L. 92 cents on contract miner's wages be made by adding the 27 per cent on the 92 cents, or \$1.17 to his wages for each day's work.

(g) That all other matters contained in the demands and counter-proposition of the miners and operators be further considered.

(h) That all other matters contained in the 1917-1919 agreement, unless changed by order of the Director of Coal Operations, shall be placed in this agreement unless mutually agreed by both parties to change.

12 GEORGE V. A. 1922

(i) That there shall be no H.C.L. Commission during the term of this agreement.

After a prolonged discussion a subcommittee was appointed to submit a joint report to the conference. This committee submitted the following memorandum:—

We, your subcommittee, beg to report and recommend the following as the basis for a joint agreement between the miners and operators of Alberta and Eastern British Columbia:—

(1) A contract be made effective from April 1, 1920, to March 31, 1922.

(2) That the retroactive moneys from April 1 shall be paid on or before August 1, 1920.

(3) This contract is made and entered into for the sole use of the members of the United Mine Workers of America and the members of the Western Canada Coal Operators' Association. All men who work in and around the mines who are eligible to become members of the United Mine Workers of America shall join that organization and agree to sign check-off for all dues, assessments and fines, and the management of the mines agree to forward deductions made to the acting secretary of the district or such other persons as that official may designate.

(4) a. That all day wage rates in effect on October 31, 1919, (which shall include the 92 cents war bonus) shall be advanced 27 per cent.

b. Except in lignite fields, all contract tonnage rates and contract yardage mining rates in effect October 31, 1919, be advanced 27 per cent.

c. That the tonnage rates in the lignite fields be advanced 24 cents.

*d.* That all yardage, room turning and dead work rates in effect October 31, 1919, be advanced 20 per cent.

e. That the application of the H.C.L. 92 cents on contract miner's wages be made by adding the 27 per cent on the 92 cents, or \$1.17 to his wages for each day's work.

f. The 1917-1919 agreement be used as a base, and no change other than above indicated to be made unless the same has been made by order of the Director of Coal Operations or by mutual consent by the two interested parties, except the selling price of explosives supplies and coal.

Signed on behalf of the Western  
Canada Coal Operators' Association.

R. S. ORD, *Acting Chairman*,  
JOHN SHANKS,  
BERNARD CAULFIELD,  
GEO. KELLOCK,  
GEORGE V. TUPPER,  
L. E. DRUMMOND,  
LEWIS STOCKETT,  
W. F. MCNEILL, *Commissioner*.

Signed on behalf of the United Mine  
Workers of America, District No. 18.

FRANK WHEATLEY,  
WM. HUTCHINSON,  
JOHN P. WHITE,  
R. LIVETT,  
ROBT. BILLSBOROUGH,  
ROBT. PEACOCK,  
NORMAN McDONALD,  
RODY MCLEOD, *Secretary.*

The joint conference having adopted the foregoing memorandum, a referendum was submitted to the miners of District 18, on June 22, which resulted as follows:—

For the agreement. . . . .	2,738
Against the agreement. . . . .	971
Majority in favour of the agreement . . . . .	1,767

## SESSIONAL PAPER No. 37

Following the ratification of the basic agreement by the miners of District Eighteen, a joint conference was held at Calgary to arrange the details of the contract. There were present F. W. McNeill, Lewis Stockett, and George Tupper, representing the operators, and F. Wheatley, Rod McLeod, and Norman McDonald, representing the employees. The joint committee continued in session until the 29th of July, when the contract was completed.

## ACTIVITIES OF ONE BIG UNION MEN

Following the signing of the agreement between the United Mine Workers of America and the Western Canada Coal Operators' Association, the One Big Union became quite active. Persistent attempts were made to persuade the employees of different mines to repudiate the contract and cease work. A special convention of District Number One, Mining Department of the One Big Union, was held at Calgary on September 10th and 11th. Resolutions were passed recommending the miners to disavow the agreement. As a result of these efforts pit-head strikes occurred at several of the mines throughout the district.

A mass meeting of miners of the Drumheller area was held on September 21 and the following resolution was passed:—

“Whereas general dissatisfaction exists among the miners of this district owing to the enforcement of the United Mine Workers of America check-off and the existence of an agreement which does not represent the miners,

“Therefore be it resolved that we demand the removal of the United Mine Workers of America check-off and the opening up of negotiations for a new agreement not later than October 1, 1920. Failing compliance with these demands the miners of this district will take such action as may be deemed necessary to enforce these demands.”

The foregoing resolution was endorsed by mass meetings of miners held at Wayne, Rosedale and Naemine, all of which are in the same area. The men at the different collieries finally resumed work, notwithstanding the efforts of the O.B.U. to prolong the strike.

## WAGE RATES AGAIN IN QUESTION

On the 23rd September, the United Mine Workers of America sent the following communication to the Commissioner of the Western Canada Coal Operators' Association:—

UNITED MINE WORKERS OF AMERICA,

P.O. Box 1844,

CALGARY, Alta., September 23, 1920.

Mr. W. F. MCNEILL, Commissioner,  
The Western Canada Coal Operators' Association,  
1015 Herald Building, City.

DEAR SIR,—The present Joint Agreement between the Western Canada Coal Operators' Association and District Eighteen, U.M.W. of A., was based on the settlement made in what is known as the Central Competitive Field of the United States, which took effect April 1 this year. Since this settlement was made, the day and monthly men in the Central Competitive Field have received an advance in wages. We feel that the day men, boys, and monthly men in District Eighteen, U.M.W. of A., are entitled to the same increase in wages that was granted by the operators in the Central Competitive Field.

12 GEORGE V, A. 1922

We, the undersigned, representatives of District Eighteen, U.M.W. of A., therefore request a Joint Conference between the representatives of the Western Canada Coal Operators' Association and the representatives of the United Mine Workers of America, District Eighteen, at as early a date as possible, to consider this request for an increase in wages for day men, boys, and monthly men covered by the present joint agreement.

Awaiting your early reply, we are,

Yours truly,

R. LIVETT,

JAS. MOONEY.

*International Commission, U.M.W. of A.*

To this letter the following reply was sent:—

WESTERN CANADA COAL OPERATORS' ASSOCIATION,

CALGARY, Alta., September 24, 1920.

R. LIVETT,

JAS. MOONEY,

International Commission, U.M.W. of A., Dist. 18,  
Calgary, Alta.

GENTLEMEN,—Your letter of September 23, 1920, was considered at an executive meeting of the association held yesterday, the 23rd, and I was instructed to advise you that the matter contained therein will be referred to the next full meeting of the association.

I might say that the executive committee thought it advisable to have fuller representation present to deal with this matter.

Yours truly,

W. F. MCNEILL,

*Secretary.*

A meeting of the Operators' Association was held on October 4 to consider the miners' request of September 23, and the following reply was sent:—

October 6, 1920.

ROBERT LIVETT,

JAMES MOONEY,

International Commission, District No. 18,  
U.M.W. of A.

GENTLEMEN,—With further reference to your letter of September 23, 1920, and our reply thereto—

I beg to advise you that, after hearing your presentation this morning, this association took the whole matter under consideration. They are of the opinion that, before they can meet you to discuss this matter further, it will be necessary for the men who are now on strike contrary to the specific terms of the agreement recently arrived at to return to work. When this is an accomplished fact the association are prepared to meet you to consider your request.

Yours truly,

W. F. MCNEILL,

*Commissioner.*

## SESSIONAL PAPER No. 37

To this the mine workers sent the following reply:—

CALGARY, October 16, 1920.

Mr. W. F. McNeill, Commissioner,  
The Western Canada Coal Operators' Association.  
1015 Herald Building,  
Calgary, Alta.

DEAR SIR,—With further reference to your communication of the 6th instant, wherein you notify me of the action of your association in regard to our application for the reopening of the contract to discuss the granting of an increase to the company men of this district based on the settlement made in the Central Competitive Field of the United States. In your reply dated October 6, you pointed out that your association did not feel like granting our request until all the miners who are out contrary to the agreement had returned to work. On information that I have received, all mines are working and will have full crews by the 19th of October, and, therefore, I would ask that you call the operators together at the earliest opportunity to further discuss our request, and, knowing that Mr. Armstrong, Director of Coal Operations, is in town, I have taken the liberty of forwarding a copy of this letter to him.

Yours very truly,

R. LIVETT,  
JAMES MOONEY,  
*International Commission,  
United Mine Workers of America.*

The operators held a further conference on the 21st of October, at which the following resolution was passed:—

Whereas an agreement was entered into between the Western Canada Coal Operators' Association and the U.M.W. of A., which fixed wages and working conditions in District No. 18 from April 1, 1920, until April 1, 1922;

And whereas, during the interim between the making of said agreement and the present time, there have arisen conditions which influence us to pay an additional \$1.15 per day to day men and a pro rata additional to boys;

Be it therefore resolved that such additional payment be granted if, as, and when, and from the date adequate compensation in an increase in the selling price of coal is granted by the Director of Coal Operations to the coal operators.

A copy of the foregoing resolution was handed to the Director of Coal Operations, who agreed to the granting of a further increase in the selling prices of fuel, provided the operators decided to grant the men an advance in wages. On the 23rd the following letter was dispatched to the United Mine Workers by the Secretary of the Western Canada Coal Operators' Association:—

October 23, 1920.

R. LIVETT,  
JAS. MOONEY,  
International Commission, U.M.W. of A., District No. 18,  
Calgary, Alta.

GENTLEMEN,—Referring to your letter of October 16, 1920, we beg to advise that this association, after careful consideration of the matter at issue, has decided as follows:—

(1) That we will pay an additional \$1.15 per day to day men.

12 GEORGE V, A. 1922

(2) That we will pay an additional 54 cents, 61 cents, 70 cents, \$1.01, respectively, to the boy rates of \$2.97, \$3.40, \$3.87, \$5.58.

This additional pay to become effective as of Monday, October 25, 1920.

Yours truly,

W. F. MCNEILL,

*Secretary.*

*Western Canada Coal Operator' Association.*

On the 25th a joint conference was held between representatives of the operators and the miners at which the following resolution was adopted:—

RESOLUTION

(1) That an additional be given of \$2.50 per day to day men over that paid October 31, 1919. Including 92 cents war bonus.

(2) That an additional be given boys equal to that given in the Competitive Field since October 31, 1919. Including 92 cents war bonus.

The same to date from the signing of the above.

Dated at Calgary, Alta., October 25, 1919.

ACCEPTED

On behalf of District 18,  
United Mine Workers of America,  
R. LIVETT,  
JAS. MOONEY,  
*Commissioners.*

Western Canada Coal  
Operators' Association,  
JOHN SHANKS,  
*Vice-President.*  
W. F. MCNEILL,  
*Secretary.*

(The report of the director here sets forth a statement showing the day wage rates before and after the increases were granted.)

PRICE OF COAL INCREASED

Following the granting of the foregoing increases, the Director of Coal Operations authorized the following advances in the selling prices of fuel f.o.b. the mines, from October 1, 1920:—

Coke...	\$1 00 per ton.
Anthracite...	85 "
Bituminous...	60 "
Lignite (Drumheller)...	60 "
Lignite (Lethbridge)...	65 "

When the foregoing advances were authorized, it was decided, in the interests of the consuming public, that an official audit should be conducted of some of the principal mines to ascertain if there was an excess charge in the selling prices of fuel. As a consequence the services of Mr. David S. Kerr, C. A., of Montreal, were secured for this purpose. After making a thorough audit of mines in various parts of the district, he decided that the prices charged for fuel were fair and equitable.

QUESTION OF DIRECTORSHIP

As the legislation regarding the appointment and jurisdiction of the Director of Coal Operations expires with the present session of Parliament, it was deemed advisable to notify the Western Canada Coal Operators' Association and the United Mine Workers of America to the foregoing effect. The following communication was therefore sent to the secretaries of the organizations concerned:—

## SESSIONAL PAPER No. 37

CALGARY, ALTA., January 13, 1921.

DEAR SIR,—The present legislation regarding the appointment and jurisdiction of the Director of Coal Operations will expire at the end of the next session of Parliament, which will probably be some time during the month of May. I am advised by the Minister of Labour that it is not the intention of the Government to renew this legislation.

In view of the foregoing I deem it advisable to notify your association of these facts, in order that you may discuss the same at your annual meeting which I understand will take place to-morrow.

I take this occasion to express my very high appreciation of the assistance and loyal support rendered by the officers and members of your association at all times during my term of office.

Yours faithfully,

W. H. ARMSTRONG,

*Director of Coal Operations.*

The Secretary of the Western Canada Coal Operators' Association replied as follows:—

CALGARY, ALTA., January 14, 1921.

W. H. ARMSTRONG, Esq.,  
Director of Coal Operations,  
121 8th Avenue West,  
Calgary, Alta.

DEAR SIR,—On behalf of the Western Canada Coal Operators' Association, I desire to acknowledge receipt of your letter of January 13, advising that it is not the intention of the Dominion Government to renew, after the end of the next session, the legislation covering your appointment and jurisdiction as Director of Coal Operations.

During your tenure of office the country and the coal mining industry have passed through the most critical period in the history of either. Arising out of the unprecedented conditions due to the European War, countless problems presented themselves, calling for all the sagacity, patriotism and fairness that those interested in them were capable of bringing to their solution. By no other means could the industry have carried on.

I am instructed by the association, on its behalf and on behalf of each and every member of it, to say that the fact that the industry has carried on with a minimum of interruption during that critical period, that its problems have been met and solved in a spirit of fairness and justice to all concerned, and that it is to-day on a sounder basis than probably ever before in its history, with a confident outlook on the future, is due in very considerable measure to your uniform kindness, co-operation and guidance during your term of office, and that the association and its members view with regret the discontinuance of your office and the duties thereof.

The association further wishes to go on record as hoping that these duties will be continued at least until the end of May, 1921, or until such other date as the close of the next session of the Dominion Legislature automatically brings them to an end, and that in such matters as may come up in the meantime the association may continue to have the benefit of the co-operation which you have extended to it in the past.

Expressing, in conclusion, the thanks of the association, I am,

Yours faithfully,

W. F. MCNEILL,

*Secretary.*

12 GEORGE V, A. 1922

The following communication appertaining to this matter was forwarded to the Minister of Labour by the officers of the United Mine Workers:—

CALGARY, ALTA., January 24, 1921.

HONOURABLE SIR,—We are in receipt of a communication from Mr. W. H. Armstrong, Director of Coal Operations, drawing our attention to the fact that he has been requested by you to advise us that it is not the intention of the Government to renew the legislation concerning his office. It is with much concern that we read this communication, realizing as we do the excellent work that has been accomplished by Mr. Armstrong and his assistants.

After carefully considering all phases of the past and present situations of the mining industry, we are of the opinion that it would be an error not to renew and keep in operation the above mentioned commission. You are aware that there has been in the past few years much discontent in the labour world and especially in the coal mining industry of this district. Through the able assistance rendered by the coal director's office to both the operators and the employees throughout Alberta and south-eastern British Columbia, the mines have been able to produce one million more tons of coal in the year 1920 than in any previous year. When the Commission was appointed it was for the purpose of meeting a critical situation existing at that time, and we are of the opinion that, in the not far distant future, conditions will arise which will need just as able statesmanship to negotiate the obstacles with which we shall be confronted.

In view of the fact that the Director of Coal Operations is the accepted chairman during his term of office in the settlement of disputes which may arise out of our contract, if this commission is abolished it may have a serious effect upon the present working agreement now existing between the operators and the employees in District Eighteen.

We believe that it would be to the best interests of the coal mining industry and the general public if the office of the Director of Coal Operations were continued at least until the expiration of the present agreement, which is March 31, 1922. We respectfully suggest for your consideration that the Government would seriously consider the foregoing request.

We have the honour to be, sir,

Yours very truly,

ROBERT LIVETT,  
JAMES MOONEY,  
*Int. Commission, U. M. W. of A.*

A deputation from the Western Canada Coal Operators' Association proceeded to Ottawa and interviewed the Minister of Labour, on the 4th of February, with regard to the continuance of the position of Director of Coal Operations. Senator Robertson promised careful consideration of the request and an early reply. At the present time the question is understood to be receiving the serious thought of the Government.

#### COAL PRODUCTION DURING 1919 AND 1920

Appended herewith is a comparative statement of the production of coal in District Eighteen for the years 1919 and 1920:—

Output for South Eastern British Columbia, 1919.. . . . .	640,318 tons.
Output for Alberta, 1919.. . . . .	5,022,412 "
Total output for 1919.. . . . .	5,662,730 "

## SESSIONAL PAPER No. 37

Output for South Eastern British Columbia, 1920.. . . . .	943,935 tons.
Output for Alberta, 1920.. . . . .	6,908,923 "
Total output for 1920.. . . . .	7,852,858 "
Increased output for 1920 over 1919.. . . . .	2,190,128 tons.

Attached to this report are comparative statements of rates of wages paid in District Eighteen and other mining centres which are adjacent to or in competition with this area. Statistics have also been prepared showing the number of employees working at the principal mines in the district and the coal production in the area concerned. (These statements are not here reproduced.)

I have the honour to be, sir,

Your obedient servant,

W. H. ARMSTRONG,  
(per F. E. HARRISON)  
*Director of Coal Operations.*

CALGARY, ALBERTA,

September 5, 1921.

## V. RECORD OF STRIKES FOR THE YEAR

During the year 1920 there was reduced strike activity in Canada and a consequent reduction in time loss. In fact, the time loss due to strikes was practically back to the average of the past twenty years.

Elsewhere in this report, the proceedings taken during the year under the Industrial Disputes Investigation Act, 1907, and, also, the conciliation work of the department, are set forth. However, the disputes so dealt with in the other chapters on conciliation are disputes which did not always develop into strikes, some because of the operations of the Industrial Disputes Investigation Act, and others because strikes were arrested by efforts of the department. There remains a considerable number of strikes, most of them of secondary importance, which come before the department chiefly from the statistical point of view.

As readers of these reports are aware, the Department of Labour was established in 1900 and began at that time a record of strikes and lockouts, a record which in process of time has become of considerable value for the purposes of industrial history. The information gathered on the subject is printed from month to month in the pages of the *Labour Gazette* and summarized in the form of an annual statement for the calendar year, which also is printed in the *Labour Gazette*. The figures are given for the calendar rather than the fiscal year, because in this form they become more easily comparable with statistics on the same subject gathered in other countries, which also as a rule use the calendar year. The figures printed are inclusive of all strikes which come to the knowledge of the department, and the methods taken to secure information practically preclude probability of omissions of a serious nature. So far as concerns figures given with respect to duration of strikes, numbers of employees concerned, etc., it is impossible always to secure exact information, but the estimate made in such cases is a careful approximation based on the experience of the officers who have become skilled in these matters.

The record of the department includes lockouts not less than strikes, but a lockout, or an industrial condition which is clearly a lockout, is rarely encountered in Canada.

There were 285 strikes and lockouts in Canada during the calendar year. Of this number, fourteen were carried over from 1919, making a net total of 272 strikes commencing in 1920. The number of employees involved in the 285 disputes was 52,150, and the number of employers was 1,272. The total time loss was estimated at 886,754 working days. This is ascertained by multiplying the number of men directly affected through a strike or lockout by the number of working days they are so affected during the time the firm or establishment is involved.

A strike or lockout, counted as such by the Department of Labour, is a cessation of work involving six or more employees and of not less than forty-eight hours' duration. Unless a dispute corresponds to this definition it is not classified as a strike or lockout, and is not included in the officially published statistics, although, for departmental purposes, it is recorded. There were 47 of these disputes, involving 4,759 employees and a time loss of 4,507 working days, during 1920.

There were several prominent strikes which contributed largely to the total time loss. Among these were: A strike of shipyard employees at Halifax from June 1 to August 11, involving 2,000 employees and a time loss of 104,000 working days; a strike of power development employees, engaged on the Chippawa canal project, from June 19 to July 12, involving 2,000 employees and a time loss of 36,000 working days; a strike and lockout of steamfitters, metal workers and machinists at Montreal, from August 13 to August 31, involving 3,000 employees and a time loss of 48,000 working

## SESSIONAL PAPER No. 37

days; and a strike of miners in the Alberta coal fields from October 5 to October 19, involving 3,402 employees and a time loss of 38,075 working days.

In about 3 per cent of the strikes, 1,000 or more employees were involved, and in about 60 per cent of the strikes less than 100 employees were involved. As to duration, 46 per cent of the strikes were in existence for 10 days and under; about 57 per cent were under 15 days' duration, and about 22 per cent were over 30 days' duration. Four were unterminated at the end of the year.

Classified by provinces, Ontario had more strikes than any other province, with 35.8 per cent of the total. Quebec was second with 18.6 per cent and British Columbia third with 18.2 per cent. Ontario also had the greatest time loss, 228,992 working days, or nearly 26 per cent of the total, having been lost through strikes in this province. Quebec had the next largest number in this respect also, with a loss of 221,328 working days, or 25 per cent of the total.

The class of industry most affected during 1920 was metals, machinery and conveyances, in which there were 65 strikes, involving 13,250 employees and a time loss of 349,295 working days. Forty-five strikes, involving 11,790 employees and a time loss of 165,509 working days, occurred in the mines, smelters, quarries and clay products group. Thirty-four strikes involving 4,840 employees and a time loss of 72,878 working days, occurred in the building and construction group. Thirty-three strikes, involving 3,852 employees and a time loss of 79,054 working days, occurred in the lumbering industry.

Classified by causes, 205 of the 285 strikes recorded involved wages. Of this number, 131 were solely for increased wages, 40 for increased wages and shorter hours, 24 for increased wages and other changes, and 7 were because of a reduction in wages. Twenty-one strikes involved union recognition or were in protest against non-union labour, and 22 strikes were in protest against discharge of employees.

The record shows that 125 of the strikes terminated in favour of employers and 66 in favour of the employees; 69 were compromise settlements, while 25 were indefinite or unterminated.

As regards methods of settlement, 116 strikes terminated as a result of direct negotiations between the parties in dispute, 42 terminated through the efforts of conciliation or mediation (almost entirely of the Department of Labour), 4 by arbitration and 7 by the operation of the Industrial Disputes Investigation Act. In 57 strikes the employees resumed work on their employers' terms, and in 36 strikes the strikers were replaced by other workers.

There were several disputes—notably those of moulders at Hamilton, Preston and Collingwood, painters at Windsor, machinists at St. John, engineers at Hamilton and plumbers and steamfitters at Vancouver—which the unions concerned still regarded as unterminated at the end of the year, but in which conditions were no longer affected or which ceased to come under the department's definition of a strike.

The accompanying tables give in statistical form particulars of the trade disputes in Canada during 1920, with a summary of the record for the past twenty years.

The record printed hereunder shows the number of strikes and lockouts year by year for the period of 1901-1920. The record reached its highest level for the year 1919, principally because of the Winnipeg general strike, beginning in May. The figures for 1919 were almost twice those of the year which stands next in the list as to time losses on account of strikes, those, namely, for 1911, when the high number had been occasioned by a prolonged strike of coal miners in Western Canada.

The lightest year in the record both as to the number of strikes and time losses is 1915, the second year of the war. It may be added that the calendar year 1921 indicates less strike activity than during the same period of last year. In 1920, to June 30, the figures were: number of disputes, 195; number of employers involved,

12 GEORGE V, A. 1922

746; number of employees affected, 35,005; time loss in working days, 523,526. In 1921, during the same interval, the figures are: number of strikes, 121; number of employers involved, 452; number of employees affected, 16,363; number of working days lost, 499,875.

Following is the record of strikes and lockouts by years for the period 1901-20:—

Year	Number of Disputes		Disputes in existence in the year		
	In existence in the year	Beginning in the year	Employers involved	Employees involved	Time loss in working days
1901.....	104	104	273	28,086	632,311
1902.....	121	121	420	12,264	120,940
1903.....	146	146	927	50,041	1,226,500
1904.....	99	99	575	16,482	265,004
1905.....	89	88	437	12,223	217,244
1906.....	141	141	1,015	26,050	359,797
1907.....	149	144	825	36,624	621,962
1908.....	68	65	175	25,293	708,285
1909.....	69	69	397	17,332	871,845
1910.....	84	82	1,335	21,280	718,635
1911.....	99	96	475	30,094	2,046,650
1912.....	150	148	989	40,511	1,099,208
1913.....	113	106	1,015	39,536	1,287,678
1914.....	44	40	205	8,678	430,054
1915.....	43	38	96	9,140	106,149
1916.....	75	74	271	21,157	208,277
1917.....	148	141	714	48,329	1,134,970
1918....	196	191	766	68,489	763,241
1919.....	298	290	1,913	138,988	3,942,189
1920.....	285	272	1,272	52,150	886,754
Total.....	2,521	2,455	14,095	702,747	17,647,793

## VI. LABOUR GAZETTE

The *Labour Gazette* has been published monthly in both the English and the French language. Various supplements on important questions have also been published during the year. In addition to being the official record of proceedings under the Industrial Disputes Investigation Act, 1907, the *Labour Gazette* prints either complete or summarized reports of proceedings of official commissions and of international and other important conferences held in this and other countries, that bear on industrial matters. The *Labour Gazette* also collects and compiles in condensed form information upon industrial disputes and agreements, fluctuations in employment, changes in wages and hours of labour, the course of wholesale and retail prices in Canada and other countries, fatal industrial accidents, apprenticeship, technical education, and other matters. In order that such information with respect to Canada shall be as complete as possible, the department maintains correspondents in some sixty industrial centres in the Dominion. New legislation enacted by the Federal and Provincial Parliaments bearing upon wages and hours of labour, workmen's compensation, minimum wages for women, and upon industry generally, is recorded in the *Labour Gazette*; and condensed reports are given of legal proceedings and decisions affecting labour.

In the preparation of Volume XX of the *Labour Gazette*, which covers the calendar year 1920, great care has been taken to present the material in as concise a form as possible, in order both to facilitate the work of reference and to effect economy in the matter of space.

The *Labour Gazette*, being an official publication, and the matter appearing therein being largely of a specialized nature, its contents become frequently a matter of quotation. Credit to the *Labour Gazette* is usually given where the publication quoting is of recognized standing, and the journals named below are among those which, during the year, reprinted, in whole or in part, original articles appearing in the *Labour Gazette*. The following list is by no means inclusive, and does not of course include ordinary references to the monthly statistical articles on employment, prices, etc.:—International Labour Review, International Labour Office—Daily Intelligence, British Labour Gazette, Labour Overseas, United States Monthly Labour Review, Bloomfield's Labour Digest, Queensland Industrial Gazette, Economic World, Industrial League and Council Journal, Industrial News Survey, Canadian Mining Journal, Canada Lumberman, Canadian Railroader, Personnel, Christian Guardian, Canadian Forum, Montreal Gazette, Montreal Herald, Toronto Mail and Empire, Toronto Star, Ottawa Citizen, Ottawa Journal, Winnipeg Tribune, Edmonton Journal, Halifax Chronicle, Halifax Herald, Hamilton Spectator, Maritime Record, Port Arthur Chronicle.

## VII. STATISTICS OF PRICES AND WAGES

During the year the statistical work carried on in the department with respect to prices and wages was marked by considerable development along the lines followed since 1910, looking to the calculation of index numbers to show fluctuations in the cost of living and in wages, corresponding to the index number of wholesale prices in Canada, first issued in 1910, and continued from month to month in the *Labour Gazette*. The issue of the *Labour Gazette* for March, 1921, contained a statement of the results of preliminary calculations made from the data then at hand, suitable for this purpose, and pending the completion of the collection of the data for more comprehensive index numbers.

With respect to prices statistics, the feature of the work of the year was the beginning of the publication on a greatly extended basis of the retail prices of foods, this being possible as a result of the arrangements made during 1919 and 1920 under the Statistics Act with the Dominion Bureau of Statistics for the collection and compilation of statistics of prices. The publication of figures on the new basis began in the *Labour Gazette* issue for February, 1921, the statistics being for the beginning of January. For each locality in Canada with a population of approximately 10,000 or over, the Bureau of Statistics, at the beginning of each month, secures, from a number of representative grocers and butchers, reports showing the selling prices of over one hundred staple groceries and foods. Care is taken that the dealers selected are reasonably representative of those from whom workingmen buy their food supplies. The local resident correspondents of the *Labour Gazette* also secure reports from dealers in food. The averages of the prices so reported for the various commodities for each city are calculated. From 1910 to 1920, inclusive, the statistics of retail food prices published in the *Labour Gazette* were the figures reported by the *Labour Gazette* correspondents, who naturally were unable to secure and compile statistics from a large number of dealers. The difficulty of selecting one or two butchers and grocers whose prices might be regarded as representative of those paid by workingmen has been found very great, the suitability of a particular dealer being usually a matter of personal opinion. The desirability of publishing the averages of prices for a fairly large number of dealers is therefore evident. The Dominion Bureau of Statistics was established by the Statistics Act, 1918, the Dominion Statistician being Mr. R. H. Coats, Associate Editor of the *Labour Gazette* from 1902 to 1915 and the officer in charge of the statistics of the department during that period. Arrangements were, therefore, made to use the authority and facilities of the new Bureau for the development of prices statistics on a broader basis. It will, of course, be remembered that the Bureau of Statistics is administered under the authority of the Minister of Trade and Commerce, but there has been a cordial co-operation between the two departments with respect to these matters.

With respect to fuel and light, as in the past, the prices for coal, wood, and coal oil published are those reported by the *Labour Gazette* correspondents, but steps have been taken to secure these figures through the Bureau of Statistics and also to secure statistics as to rates for gas, electricity, etc.

In regard to rentals, as since 1910, the prevailing rates for six-roomed working-men's houses reported by the *Labour Gazette* correspondents each month are published. An extensive survey of rental conditions, begun in 1919, has been continued, and supplementary information needed from time to time has been secured by the departmental correspondents from real estate agents, etc. Since 1919 statistics as to the current rent for a large number of houses of various sizes have been secured in the spring and autumn in the various cities, the number of houses included varying

## SESSIONAL PAPER No. 37

from approximately one hundred in the smaller cities to over one thousand in the larger. The maintenance of these records up-to-date will furnish a broad basis for statistics as to house rents.

The statistical branch has also proceeded with the collection of information as to the retail prices of clothing, boots, and other items of expenditure for families, merchants being good enough to compile and forward many particulars from time to time.

As in previous years, the statistics of retail prices and cost of living have been in considerable demand in connection with changes in wages, employers and employees having agreed, in many cases, to adjust wage rates according to the changes in the cost of living as shown by the departmental records and by the figures published in the *Labour Gazette*.

The coal mining district of Vancouver Island has continued the arrangement made at the end of 1918 whereby the changes in the cost of living every three months are ascertained by a commission and a corresponding change in wages is calculated. Such adjustments in wages are in the nature of a flat increase (or decrease) for all classes of employees, including the clerical and office staffs. The following adjustments were recommended and made during the fiscal year: May, 1920, an increase of 34½-36 cents per day; August 1, 1920, an increase of 11-11½ cents per day; November 1, 1920, an increase of 5½-6 cents per day; February 1, 1921, a decrease of 40½-42½ cents per day. The lower of the two rates is for mines where the base rate was \$3 per day and the higher where the base rate was \$3.15 per day. The commission consists of Mr. John McAllister, representing the miners; Mr. Tully Boyce, representing the operators; and Mr. D. T. Bulger, Fair Wages Officer of the Department of Labour, chairman.

The statistics as to changes in prices and in the cost of living in other countries have also proved to be of great interest and, owing to the fact that nearly every commercial country in the world compiles and publishes official statistics of prices, a considerable development of this feature of the statistical work of the department has been necessary. Statistics of wholesale prices have also been in great demand, more particularly because of the light thrown by them on the changes in industrial and trade conditions so pronounced in recent months.

In wage statistics the records of the rates of wages and of hours of labour for the important trades in the various industries have been brought up to date and the scope of the work has been considerably enlarged. Statistics are now secured regularly from a large number of employers, from labour unions, and also through the departmental activities in connection with fair wages, industrial disputes, conciliation boards, the Employment Service, etc. Arrangements have been made whereby compilations of the rates of wages at which vacancies are filled by the various employment offices throughout the Dominion are made and forwarded.

In connection with statistics of wages, the collection, filing, and analysis of industrial agreements for the department is carried on, and during the past year it has been possible to secure and summarize for publication in the *Labour Gazette* a very large number of such agreements, as well as of schedules of rates of wages, hours of labour, and other working conditions. Such agreements entered into or schedules adopted or put in force by governmental authorities, as well as those of individual or corporate employers, have been included.

The department also undertook to secure for the Civil Service Commission information as to rates of wages, hours of labour, and other working conditions in certain centres for those classes of employees paid by the Government according to the rates prevailing locally. The initial inquiry was conducted chiefly by the Fair Wages Officers of the department, assisted by other members of the staff, and in some cases by the *Labour Gazette* correspondents. Arrangements have been made to keep the information up to date in connection with the regular statistical records by means of returns from employers, trade unions, etc.

12 GEORGE V, A. 1922

As mentioned in the first paragraph, the department issued its first publication on wage statistics as a supplement to the issue of the *Labour Gazette* for March, 1921, the bulletin giving the rates of wages and hours of labour per week for some twenty-one classes of labour from 1901 to 1920 in thirteen of the most important industrial centres in Canada. The classes of labour included were: building trades—brick-layers, carpenters, electrical workers, painters, plumbers, stonecutters, and builders' labourers; metal trades—blacksmiths, boilermakers, iron moulders, machinists, and sheet metal workers; printing trades—compositors, hand, in newspaper offices, and pressmen, cylinder, in job offices; electric street railways—conductors and motormen; steam railways—conductors, brakemen, engineers, and firemen, all on freight trains, telegraphers and section men. The cities included were Halifax, St. John, Quebec, Montreal, Ottawa, Toronto, Hamilton, Winnipeg, Regina, Calgary, Edmonton, Vancouver, and Victoria.

From the figures thus compiled index numbers were calculated, taking the year 1913 as the base; that is, making rates of that year equal to 100 and calculating the percentage levels above and below shown by rates for the various classes in the cities included. From these were made index numbers for trades and cities and averages for each group and for all twenty-one trades in order to show approximately the average changes in weekly and hourly rates. The bulletin also gave in a supplementary table a number of sample rates from year to year for several classes of labour obtained from particular factories of various kinds and from firms in the lumbering industry. Of these samples thirty-five were for common labour in factories, and seventy-two for trades in textile, furniture, carriage, harness and saddlery, boots and shoes, tobacco, meat packing, and pulp and paper manufacturing establishments. In lumbering and saw-milling only fifteen samples were given, six of which were for fresh operations and nine for saw-milling. Index numbers were calculated also from these figures in the same way as for the twenty-one classes in the thirteen cities.

The accompanying tables give in summary form the results of these calculations. These figures indicate that by 1920 hourly rates for some classes of labour had risen to levels somewhat more than 100 per cent above 1913 rates, but that for the same classes weekly rates were hardly 100 per cent higher than in 1913, the difference being due to decreases in hours worked per week.

INDEX NUMBERS OF RATES OF WAGES FOR 21 CLASSES IN 13 CITIES OF CANADA, 1901-1920  
Rates in 1913=100

Year	Building Trades 7 Classes		Metal Trades 5 Classes		Printing Trades 2 Classes		Street Railways 1 Class		Steam Railways 6 Classes	Average for 21 Classes	
	Weekly rates	Hourly rates	Weekly rates	Hourly rates	Weekly rates	Hourly rates	Weekly rates	Hourly rates		Weekly rates	†Hourly rates
1901....	69.3	60.3	72.8	68.6	66.6	60.0	65.7	64.0	70.8	69.8	64.9
1902....	73.2	64.2	74.2	70.2	68.3	61.6	70.0	68.0	73.6	72.7	67.8
1903....	74.6	67.4	76.2	73.3	69.0	62.6	72.1	71.1	76.7	74.2	70.7
1904...	76.3	69.7	78.9	75.9	72.3	66.1	74.0	73.1	78.6	76.4	73.1
1905...	78.6	73.0	81.3	78.6	74.2	68.5	74.4	73.5	78.9	78.6	75.3
1906....	81.7	76.9	82.4	79.8	75.8	72.2	76.7	75.7	80.2	80.8	77.9
1907....	84.8	80.2	85.0	82.4	79.3	78.4	82.2	81.4	85.5	83.9	81.9
1908...	85.9	81.5	87.3	84.7	81.5	80.5	82.5	81.8	86.7	85.5	83.3
1909....	87.3	83.1	88.6	86.2	83.8	83.4	81.5	81.1	86.7	86.9	84.5
1910....	90.0	86.9	89.5	88.8	88.2	87.8	86.5	85.7	91.2	89.4	88.4
1911....	92.6	90.2	92.2	91.0	91.8	91.6	88.1	88.1	96.4	92.1	91.2
1912....	97.4	96.0	95.9	95.3	96.0	96.0	92.3	92.3	98.3	96.4	96.2
1913....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1914....	100.3	100.8	100.4	100.5	102.4	102.4	100.6	101.0	101.7	100.6	101.1
1915....	100.5	101.5	101.2	101.5	103.6	103.6	97.4	97.8	101.7	101.0	101.6
1916....	101.5	102.4	110.4	106.9	105.8	105.8	102.5	102.2	104.9	110.3	105.2
1917....	108.8	109.9	124.0	128.0	111.3	111.3	115.1	114.6	110.1	114.5	114.8
1918...	123.8	125.9	146.7	155.2	123.7	123.7	130.3	142.9	133.2	131.8	135.1
1919....	142.9	148.2	165.3	180.1	145.5	145.9	150.5	163.3	154.2	151.0	158.0
1920....	171.9	180.9	189.3	209.4	181.7	184.0	179.1	194.2	186.6	179.3	190.3

\*Per mile, day, etc.

†Includes index numbers of mileage rates, etc., on steam railways.

## SESSIONAL PAPER No. 37

## SUPPLEMENTARY INDEX NUMBERS OF SAMPLE RATES OF WAGES FOR COMMON LABOUR IN FACTORIES, MISCELLANEOUS FACTORY TRADES, AND LUMBER INDUSTRY: 1911-1920

Rates in 1913=100

Year	Common Labour in Factories: 35 Samples		Miscellaneous Factory Trades: 72 Samples		Lumbering: 15 Samples	
	Hourly rates	Weekly rates	Hourly rates	Weekly rates	Hourly rates	Weekly rates
1911	94.9	99.8	95.4	94.9	96.3	96.3
1912	98.1	98.9	97.1	99.3	98.8	98.8
<b>1913</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
1914	101.0	100.3	103.2	102.9	94.7	94.7
1915	101.0	100.0	106.2	105.8	89.1	89.0
1916	110.4	108.3	115.1	114.3	109.5	109.5
1917	129.2	126.6	128.0	126.7	130.2	130.3
1918	152.3	145.6	146.8	142.6	150.5	149.6
1919	180.2	167.9	180.2	164.5	169.8	165.3
1920	215.3	198.3	216.8	192.9	202.7	191.4

It appears that in the unskilled and semi-skilled classes the increases in rates of wages since 1913 were usually about 100 per cent, while in the skilled trades the increases averaged about 80 per cent.

It is interesting to compare these wage figures with the statements printed also in the March issue of the *Labour Gazette*, with respect to increases in the cost of living, from which the accompanying table and descriptive note are reproduced.

The information thus collected would indicate that wages hardly kept pace in the average with increases in the cost of living; hourly rates, however, showed somewhat steeper advances than weekly rates and, during a period of steady employment with an increase of overtime, would tend to considerably increase earnings.

## COST OF LIVING IN CANADA

In addition to the statistics as to retail prices of food and fuel, and as to rates for rent, the department during the past year secured figures as to retail prices of staple lines of clothing, including footwear, from retail dealers throughout Canada, for the years 1913-1920. The figures relate to prices prevailing at the end of the year in each case, but in 1920 and 1921 prices during spring were also secured. From these quotations the percentages of changes in the cost of clothing have been calculated. Information was also secured as to the prices of household supplies, furniture, furnishings, etc., and an estimate has been made as to the percentage changes in the cost of miscellaneous items, the effect of the information gathered showing that such changes are approximately equal to the average changes in other items. The percentage changes in food, fuel and rent have been calculated from the weekly budgets published in the *Labour Gazette* from month to month, and the accompanying table summarizes the changes from year to year by groups, the figures for each group and for all items being weighted according to the family budget method.

12 GEORGE V, A. 1922

## CHANGES IN THE COST OF LIVING IN CANADA FROM 1913 TO 1921

(Percentages of increase in cost by groups over 1913)

Date	Food	Fuel	Rent	Clothing	Sundries	All
December 1914.....	8	2*	8*	10	.....	2
December 1915.....	11	3*	16*	26	5	4
December 1916.....	38	10	14*	43	10	19
December 1917.....	67	34	6*	67	45	43
December 1918.....	86	63	2	98	60	61
December 1919.....	101	66	17	134	80	79
July 1920.....	130	91	34	160	90	101
December 1920.....	102	118	39	135	90	92
March 1921.....	80	109	39	95	87	77
June 1921.....	52	97	43	73	81	63

\* Decrease.

### VIII. JOINT INDUSTRIAL COUNCILS

It will be recalled that one of the most interesting sections of the report of the Royal Commission on Industrial Relations, which, under the chairmanship of the Honourable Chief Justice Mathers, sat during 1919, was that relating to shop committees and industrial councils, and the Commissioners strongly urged the adoption in Canada of the principles underlying the Whitley Councils and other kindred systems, recommending that "a commencement should be made with joint plant councils, and the more extensive organization of district and national councils evolved therefrom as their necessity and practicability become apparent."

The subject was discussed also at the National Industrial Conference composed of representatives of the Dominion and Provincial Governments and representative employers and labour men, held at Ottawa in September, 1919, on invitation of the Government of Canada, and the committee to which the matter was referred reported unanimously in the following terms:—

"Your committee is of the opinion that there is urgent necessity for greater co-operation between employer and employee. We believe that this co-operation can be furthered by the establishment of joint industrial councils. Your committee does not believe it is wise or expedient to recommend any set plan for such councils.

"We therefore recommend that a bureau should be established by the Department of Labour of the Federal Government to gather data and furnish information whenever requested by employers and employees or organizations of employers or employees that whenever it is desired to voluntarily establish such councils the fullest assistance should be given by the bureau."

While it has not been deemed necessary or desirable at the present time to establish a bureau for the purposes outlined in the resolution of the National Conference, the department has entered heartily into the spirit of the resolution and has continued and extended its study of joint industrial councils and kindred systems, and has done much to advance the movement. Employers throughout Canada have, at the request of the department, furnished information regarding joint councils or committees in their establishments, and the information thus received, together with information regarding similar systems in other countries, has been assembled and published in Bulletin No. 1 of the Industrial Relations Series, as a supplement to the *Labour Gazette* of February, 1921. In addition to the wide circulation of this pamphlet with the *Labour Gazette*, it has been further distributed in response to the many inquiries received for information on the subject. During February also a conference met, at the call of the Minister of Labour, to discuss and advise as to these matters, there being present representatives of a number of the larger employing companies in Canada which have established joint councils with their employees. Spokesmen for the respective employers were for the most part company officers in charge of industrial relations, and the addresses in the main dealt with the experience already gained by these companies with joint industrial councils. A report of the proceedings of this conference was published in Bulletin No. 2 of the Industrial Relations Series, issued as a supplement to the *Labour Gazette* of March, 1921. This bulletin, like the first mentioned, has been largely supplied on request to various individuals and organizations of employers and workers. During the year the reports of the Whitley Committee, which were collected and published by the department in 1919, have also been freely distributed to those seeking information.

12 GEORGE V, A. 1922

At a joint meeting of representatives of the international unions of the building trades and members of the Standing Labour Committee of the Association of Canadian Building and Construction Industries, and also representatives from special branches of the industry, held at Hamilton, May 26, 1920, resolutions were unanimously carried setting up a National Joint Conference Board of the Building and Construction Industries of Canada, to be composed of joint representatives elected or selected by the Association of Canadian Building and Construction Industries and five members elected or selected by the representatives of the building trades international unions. The resolution included a request that the Dominion Government appoint a representative to act as chairman and convener of this National Joint Conference Board. As a consequence of this resolution, Mr. E. McG. Quirk, of Montreal, was nominated by the Minister of Labour to act as chairman, and up to the end of March, 1921, four regular and two special meetings were presided over by him.

The functions of the National Joint Conference Board of the Building and Construction Industries of Canada are of an educational and advisory nature, but it may deal with disputes referred to it for settlement by affiliated local organizations or establish local industrial boards. The National Joint Conference Board is also charged with the encouragement of the organization of employers and workmen of the building and construction industries into local joint industrial boards for the settlement of disputes in the building and construction industries of Canada. Up to the close of the fiscal year 1920-21, there were local joint industrial boards in the building trades in Hamilton, Ottawa, London and Toronto, but it may be added that since the close of the fiscal year word has reached the department of the expected organization of further local joint councils in the building and construction industries.

Reference may fittingly be made in this report to the Manitoba Joint Council of Industry, operating under the Industrial Conditions Act which was passed by the Manitoba Legislature in February, 1919, and proclaimed in March, 1919, but amended at the 1920 session of the Provincial Legislature. The Council was organized and commenced operations in May, 1920, and to the end of that year had held seventy-seven regular meetings, besides numerous interviews with parties interested in cases being dealt with.

Towards the close of the year arrangements were entered into for the appointment by the Civil Service Commission of an officer to aid those requiring assistance in the establishment of joint industrial councils, the appointment being made only a few days prior to the end of the fiscal year.

Though not precisely in the nature of a joint council and brought into existence by the exigencies of war in 1918, the Canadian Railway Board of Adjustment No. 1, mentioned in previous reports, continued its work throughout the year. It will be recalled that it is a board of twelve, one-half being representatives of railways, named by the Canadian Railway Association, and one-half representatives of the six railway workers unions parties to the agreement, namely: (1) Brotherhood of Locomotive Engineers; (2) Brotherhood of Locomotive Firemen and Enginemen; (3) Order of Railway Conductors; (4) Brotherhood of Railroad Trainmen; (5) Order of Railroad Telegraphers; (6) United Brotherhood of Maintenance-of-Way Employees and Railway Shop Labourers. The agreement provided for the reference to the board of all disputes and that the decision of the board should be final. The board had served admirably during the war and subsequently, and was during the past fiscal year formally renewed. The precise plan is perhaps not applicable in its entirety to other than the railway industry, but its continuance and marked success are illustrations of the increasing disposition to dispose of industrial differences by direct negotiations on lines carefully thought out between the parties concerned.

## IX. REPORT OF EMPLOYMENT SERVICE OF CANADA

The following is the third annual report of the Employment Service of Canada, being for the fiscal year ended March 31, 1921. During the year agreements under the Employment Offices Co-ordination Act were completed with all the provinces except New Brunswick and Prince Edward Island. An agreement was also made with the city of Moncton in accordance with the provisions of the 1920 Amendment to the Act.

At the beginning of the year there were 95 employment offices operating under the Employment Offices Co-ordination Act; at the end of the year the number of offices had decreased to 75, distributed among the provinces as follows: Nova Scotia, 4; New Brunswick, 1; Quebec, 5; Ontario, 27; Manitoba, 9; Saskatchewan, 9; Alberta, 5; British Columbia, 15. This reduction is due to the closing of offices in the Maritime Provinces operated by the Department of Labour during the demobilization period, and to the fact that the demobilization of the Information and Service Branch of the Department of Soldiers' Civil Re-establishment resulted in the discontinuing of a number of one-man offices throughout the Dominion.

The agreement entered into with the provinces and with the municipality of Moncton followed in the main the agreement for the fiscal year 1919-20, with the addition of several new clauses. Fire insurance and expenditures on alterations in employment office premises were included under the legitimate expenditures, while expenditures on "university or other courses for the training of employment office staffs, the advancement of efficiency in employment offices and the promotion of interest in employment problems" were also accepted if previously agreed upon by both parties. The provinces were required to forward quarterly to the Minister of Labour statements of the persons for whom payments on account of salary were claimed and reports showing details of commercial employment agencies licensed. Reports on the work of each provincial employment service for the calendar year were also to be forwarded. The employment offices and clearing house of each province were to be listed in telephone directories under the name "Employment Service of Canada," although they might also be listed under another name. All subsidized offices were to be kept open for business not less than four hours on Saturdays and eight hours on the other days of the week.

The following is the text of the agreement for the fiscal year 1920-21:—

MEMORANDUM OF AGREEMENT made between the Honourable Gideon D. Robertson, Minister of Labour for Canada, hereinafter called

*The Party of the First Part:*

And the Province of •, hereinafter represented by the Honourable •, hereinafter called

*The Party of the Second Part:*

Whereas by the terms of the Employment Offices Co-ordination Act the sum of one hundred and fifty thousand dollars (\$150,000) is appropriated out of the Consolidated Revenue Fund of Canada for the fiscal year beginning the first day of April, one thousand nine hundred and twenty, for the purpose of aiding and encouraging the organization and co-ordination of employment offices throughout Canada, and for the promotion of uniformity of methods among them;

And whereas by the Appropriation Act, number 4, one thousand nine hundred and twenty, schedule "A," Parliament appropriated the sum of one hundred thou-

12 GEORGE V, A. 1922

sand dollars (\$100,000), to supplement the amount provided by the Employment Offices Co-ordination Act;

And whereas it is provided in the said Employment Offices Co-ordination Act that the payment of the said money shall be conditional upon an agreement between the Minister of Labour and the Government of the province as to the terms, conditions and purposes for which the payments are to be made and applied;

Now therefore the said parties mutually agree that the said moneys shall be paid upon the terms and conditions as follows:

1. The said party of the second part shall submit quarterly during the year to the said party of the first part such statements of expenditures and whenever requested such reports of work done as are required by the party of the first part, and the party of the first part shall recommend payment to the party of the second part of a sum of money which shall bear the same proportion to the sum of two hundred and fifty thousand dollars (\$250,000) as the expenditure of the party of the second part for the maintenance of employment offices bears to the total of the expenditures of all the provinces for such purposes; provided that the sum to be recommended to be paid shall not exceed one-half of the total amount expended by the party of the second part in any one quarter for the maintenance of employment offices; and provided that no payment shall be recommended on account of any expenditure unless the party of the first part is satisfied that such expenditure has properly been made for the purposes of and according to the terms and conditions of this agreement.

2. The following expenditures shall be deemed to be properly made for the purposes of and according to the terms and conditions of this agreement:—

- (a) Salaries and travelling expenses of permanent and temporary members of the staffs of the employment offices and of the clearing house operated by the said party of the second part, and the salary and travelling expenses of a general superintendent of the Employment Service of the said party of the second part, provided such salaries and travelling expenses shall be paid only to persons whose whole time is devoted to the Employment Service of the said party of the second part, and provided further that a statement of the persons for whom payments on account of salary are claimed, indicating name, official position and salary rate, shall be forwarded to the party of the first part on the first day of each quarter;
- (b) rental, fire insurance, heat, light, water service, office supplies (not including furniture), telephone, telegraph and postal expenses, and janitor service for the employment offices and clearing house of the party of the second part; provided that the premises on account of which payments are claimed under this section are used entirely for the purposes of the Employment Service;
- (c) expenditures on advertising in newspapers and periodicals and by billboards and posters necessary to the efficient operation of the employment offices of the said party of the second part, and not exceeding ten per centum (10%) of the total expenditure of the party of the second part; provided that in all such advertising the Employment Service of the party of the second part shall be designated "Employment Service of Canada" with whatever amplification of such designation, if any, party of the second part may desire to indicate the governmental or departmental authority by which the employment offices are administered;
- (d) expenditures on such standard signs, window lettering and stationery as may be agreed upon by the parties hereto;
- (e) unrefunded advances for transportation issued to persons directed to employment at a distance secured through the Employment Service provided that the party of the first part shall have the right to determine whether such advances are necessarily made; and provided that no payment shall be made by the

## SESSIONAL PAPER No. 37

party of the first part on account of losses in excess of ten per centum (10%) of the total advances made during the year;

- (f) expenditures as may be agreed upon by the parties hereto on university or other courses for the training of employment office staffs, the advancement of efficiency in employment offices, and the promotion of interest in employment problems;
- (g) expenditures on such alterations in employment office premises as may be agreed upon by the parties hereto.

3. In the operation of the employment office the party of the second part shall endeavour to fill situations in all trades or occupations and for both male and female employees.

4. The party of the second part shall in the operation of the employment offices and clearing house use such forms and records as the party of the first part may supply.

5. The party of the second part agrees to organize in connection with the Employment Service of the province a Provincial Advisory Council, and in every city of the province with a population of twenty-five thousand (25,000) or more, in which an employment office is established, a Local Advisory Council to represent equally employers and employees to assist in the administration of the Employment Service of the said province.

6. The party of the second part agrees to maintain a provincial clearance system in co-operation with the interprovincial clearance system established by the party of the first part.

7. The parties hereto agree so to organize their respective Employment Services that they shall be able to render to employers and employees the services afforded by commercial employment agencies.

8. The party of the second part shall not issue any new provincial licenses to commercial employment agencies within the province which charge any fee or commission either to employers or employees, and shall not transfer any license already issued, and shall forward on the first day of each quarter to the party of the first part a statement of commercial employment agency licenses issued by the party of the second part in force within the province, the names of the licensees, the business name of each agency, and the postal addresses of the premises in which such employment agencies are conducted.

9. The party of the second part agrees to list the employment offices and clearing house of the province in the telephone directories under the name "Employment Service of Canada" as a part of the advertising of the Employment Service and without prejudice to the right of the party of the second part to also list the employment offices and clearing house of the province under any other name that may seem desirable to the said party of the second part.

10. The parties hereto agree to accept the terms and conditions of Order in Council 3111 of December 17, 1918, passed under and by virtue of the provisions of the Employment Offices Co-ordination Act as part of this agreement, and the same is hereby accepted as such.

11. The party of the first part shall at all times have the right to inspect by means of officers appointed by him for the purpose the operation of the employment offices of the party of the second part, and may withhold payments of moneys otherwise due and payable under this agreement if in his opinion the conditions of this agreement are not being fulfilled.

12. The party of the second part agrees that all employment offices for which moneys are claimed under this agreement shall be kept open for business not less than four hours on Saturdays, and not less than eight hours on the other days of the week except Sundays and statutory holidays.

12 GEORGE V, A. 1922

13. The party of the second part agrees that no charge shall be made to employers or employees for services rendered by the Employment Service of the said party of the second part.

14. The party of the second part agrees to forward to the party of the first part within two months after the end of the present calendar year, a detailed report of the work of the Employment Service of the said party of the second part for such calendar year, and also to forward to the party of the first part any other reports on the work of the Employment Service of the party of the second part that may be issued from time to time.

15. This contract shall have no force or effect until the same is approved by the Governor in Council.

In witness whereof the said party of the first part has hereunto set his hand and the seal of the Department of Labour, at the City of this

day of 19 .

And in witness whereof the said party of the second part has hereunto set his hand and the seal of the said province, at the City of in the said province, this

day of 19 .

#### SPECIAL ARRANGEMENT WITH MUNICIPALITIES

The Employment Offices Co-ordination Act was amended in 1920 by the addition of a clause which empowered the Minister of Labour to set aside from the moneys available under the Act an amount for the maintenance of employment offices other than those operated by Provincial Governments. It was provided, however, that no such office should receive assistance unless the minister were satisfied that the Provincial Government concerned did not propose to enter into an agreement for the maintenance of employment offices in that province in accordance with the Act. An Order in Council (P.C. 2048, 1920) empowered the minister to sign a form of agreement drawn up for municipalities in provinces where no provincial employment offices are operated. An agreement of this nature was made with the city of Moncton in August, 1920, whereby the Dominion Government shares with the municipal government the expense of operating an employment office in that city.

#### DISBURSEMENTS TO THE PROVINCES AND TO THE CITY OF MONCTON

For the fiscal year under review the disbursements to the provinces and to the municipality of Moncton for the maintenance of employment offices totalled \$233,890.75. The following table shows the distribution of the payments among the different items of expense accepted as proper maintenance expenditures under the agreement.

	Alberta	British Columbia	Manitoba	Nova Scotia	Ontario	Quebec	Saskatchewan	Municipality of Moncton	Total
Salaries.....	\$ 19,887 09	\$ 21,740 64	\$ 21,687 00	\$ 2,129 59	\$ 65,486 21	\$ 11,454 21	\$ 15,687 97	\$ 2,040 99	\$ 160,113 79
Travelling expenses .....	2,315 31	892 55	485 06	9 76	1,508 69	275 56	1,091 13		6,578 06
Rental.....	4,667 67	3,902 34	4,498 15	270 00	10,703 83	1,660 00	4,566 25	252 50	30,520 74
Heat.....	49 66	35 00	146 00		599 99	14 28	38 63	15 00	897 56
Light.....	69 84	99 91	80 74	4 08	397 05	30 66	90 71	9 94	782 93
Water..	1 91	8 01	42 46		109 20				161 58
Office supplies.....	946 25	1,863 36	2,188 19	206 26	2,762 13	1,015 74	593 62	38 15	9,613 70
Telephone.....	1,448 65	976 02	983 26	105 07	2,455 36	191 73	765 25	40 91	6,966 25
Telegrams .....	360 21	786 81	204 58	27 22	759 47	0 69	334 39	21 55	2,494 92
Postage and express.....	259 82	268 23	299 50	60 85	1,026 12	36 48	633 71	26 70	2,611 41
Advertising.....	1,758 16	491 98	1,837 13	236 57	692 91		6 75	35 54	5,059 04
Insurance .....	8 49								8 49
Alterations and repairs.....		3,146 70	201 17				655 74		4,003 61
Office cleaning .....				50 83	1,363 05		591 42	33 50	2,038 80
Elevator power .....					2,039 96				2,039 96
Totals.....	31,772 06	34,211 55	32,653 24	3,100 23	89,903 97	14,679 35	25,055 57	2,514 78	233,890 75

\*Part of year.

## SESSIONAL PAPER No. 37

## LIST OF EMPLOYMENT OFFICES

The following is a list of employment offices and clearing houses operated under the Employment Offices Co-ordination Act as at March 31, 1921:—

*Nova Scotia*.—Amherst, Halifax, New Glasgow, Sydney.

*New Brunswick*.—Moncton.

*Quebec*.—Hull, Montreal, Quebec, Sherbrooke, Three Rivers.

*Ontario*.—Belleville, Brantford, Chatham, Cobalt, Fort William, Guelph, Hamilton, Kingston, Kitchener, London, Niagara Falls, North Bay, Oshawa, Ottawa (2), Pembroke, Peterboro, Port Arthur, Sarnia, Sault Ste. Marie, St. Catharines, St. Thomas, Sudbury, Timmins, Toronto (2), Windsor.

*Manitoba*.—Brandon, Dauphin, Portage la Prairie, Winnipeg (6).

*Saskatchewan*.—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

*Alberta*.—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat.

*British Columbia*.—Cranbrook, Fernie, Grand Forks, Kamloops, Kelowna, Nanaimo, Nelson, New Westminster, Prince George, Prince Rupert, Revelstoke, Vancouver (2), Vernon, Victoria.

*Provincial Clearing Houses*.—Montreal, Quebec; Toronto, Ontario; Winnipeg, Manitoba; Regina, Saskatchewan; Calgary, Alberta; Vancouver, British Columbia.

*Interprovincial Clearing Houses (Department of Labour)*.—Maritime Clearing House, Moncton; Eastern Clearing House, Ottawa; Western Clearing House, Winnipeg.

## STAFF

At the beginning of the fiscal year the total number of Dominion Government employees in the Employment Service was 93. The closing of the offices in the Maritime Provinces operated by the Department of Labour during the demobilization period involved the release of 26 persons. The staff in the Interprovincial Clearing House of the Department of Labour at Moncton was reduced from seven to two, partly owing to the closing of the Maritime offices, and partly to the greater centralization of the statistical work in Ottawa—a policy which was promoted as far as possible during the year. As the staff of the service became more experienced and the organization was developed, it was found possible to carry on the work of the Branch Clearing House at Vancouver in the Western Clearing House at Winnipeg and accordingly, the Pacific Clearing House at Vancouver was closed on November 30 and two of the staff were released. The removal of some of the statistical work of the Winnipeg Clearing House to Ottawa, made possible a reduction of two persons in the staff at Winnipeg.

At the end of the fiscal year there were 307 persons employed in the Employment Service of Canada, of whom 58 were Dominion Government employees and 249 were employees of the various provincial services. Of the 58 Dominion Government employees, 51 were employed in the Department of Labour at Ottawa, 5 in the Interprovincial Clearing House at Winnipeg and 2 at the Branch Clearing House at Moncton. In the provincial services the staff was distributed as follows: British Columbia, head office and clearing house, 3, local offices, 28; Alberta, head office and clearing house, 3, local offices, 23; Saskatchewan, head office and clearing house, 6, local offices, 22; Manitoba, head office and clearing house, 2, local offices, 33; Ontario, head office and clearing house, 3, local offices, 89; Quebec, head office and clearing house, 2, local offices, 24; New Brunswick, local offices, 3; Nova Scotia, local offices, 8.

The following indicates the staff in the employment offices in some of the larger cities: Montreal, 10; Quebec, 9; Ottawa, 6; Toronto, 33; Winnipeg, 27; Regina, 5; Calgary, 10; Edmonton, 6; Vancouver, 13.

## STATISTICAL REPORT OF EMPLOYMENT OFFICES

With the close of the fiscal year 1920-21 there were 75 employment offices operating under the terms of the Employment Offices Co-ordination Act, as compared with 95 offices at the close of the fiscal year 1919-20.

During the fiscal year 1920-21 the number of applications for employment reported by the offices of the Employment Service was 445,280, of which 393,234 were from men and 52,046 from women. Applications for employment reported during the preceding year totalled 470,250.

Vacancies notified by employers to the service during the year numbered 452,344, of which 387,415 were for men and 64,929 for women. This represents a slight increase when compared with the report for the previous year, when 449,042 positions were offered.

The total placements made by the offices during the year were 420,036. Of these, 79,745, or 19 per cent, were placements in casual employment (employment of a duration of one week or less is termed "casual"). Of the placements in regular employment, 306,722 were of men and 33,569 of women. Placements reported during the preceding year (1919-20) totalled 328,937, representing an increase during the year under review of 91,099 placements.

The following tables and chart show the applications, vacancies and placements reported by the offices of the Employment Service in the various provinces during the fiscal year.

APPLICATIONS for employment as reported by the offices of the Employment Service of Canada in the various provinces, during the year April 1, 1920, to March 26, 1921.

Provinces	Men	Women	Total
*Prince Edward Island...	0	0	0
*Nova Scotia.....	4,970	361	5,331
*New Brunswick.....	4,819	466	5,285
Quebec.....	23,872	2,514	26,386
Ontario.....	136,129	18,195	154,324
Manitoba.....	55,590	9,803	65,393
Saskatchewan.....	42,822	4,699	47,521
Alberta.....	57,797	9,415	67,212
British Columbia.....	67,235	6,593	73,828
	393,234	52,046	445,280

VACANCIES in regular employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April 1, 1920, to March 26, 1921.

Provinces	Men	Women	Total
*Prince Edward Island.....	110	10	120
*Nova Scotia.....	1,967	418	2,385
*New Brunswick.....	5,648	488	6,136
Quebec.....	12,762	2,672	15,434
Ontario.....	131,201	25,190	156,391
Manitoba.....	74,873	12,152	87,025
Saskatchewan.....	56,324	7,288	63,612
Alberta.....	57,510	10,834	68,344
British Columbia.....	47,020	5,877	52,897
	387,415	64,929	452,344

\* Offices closed permanently or for short period.

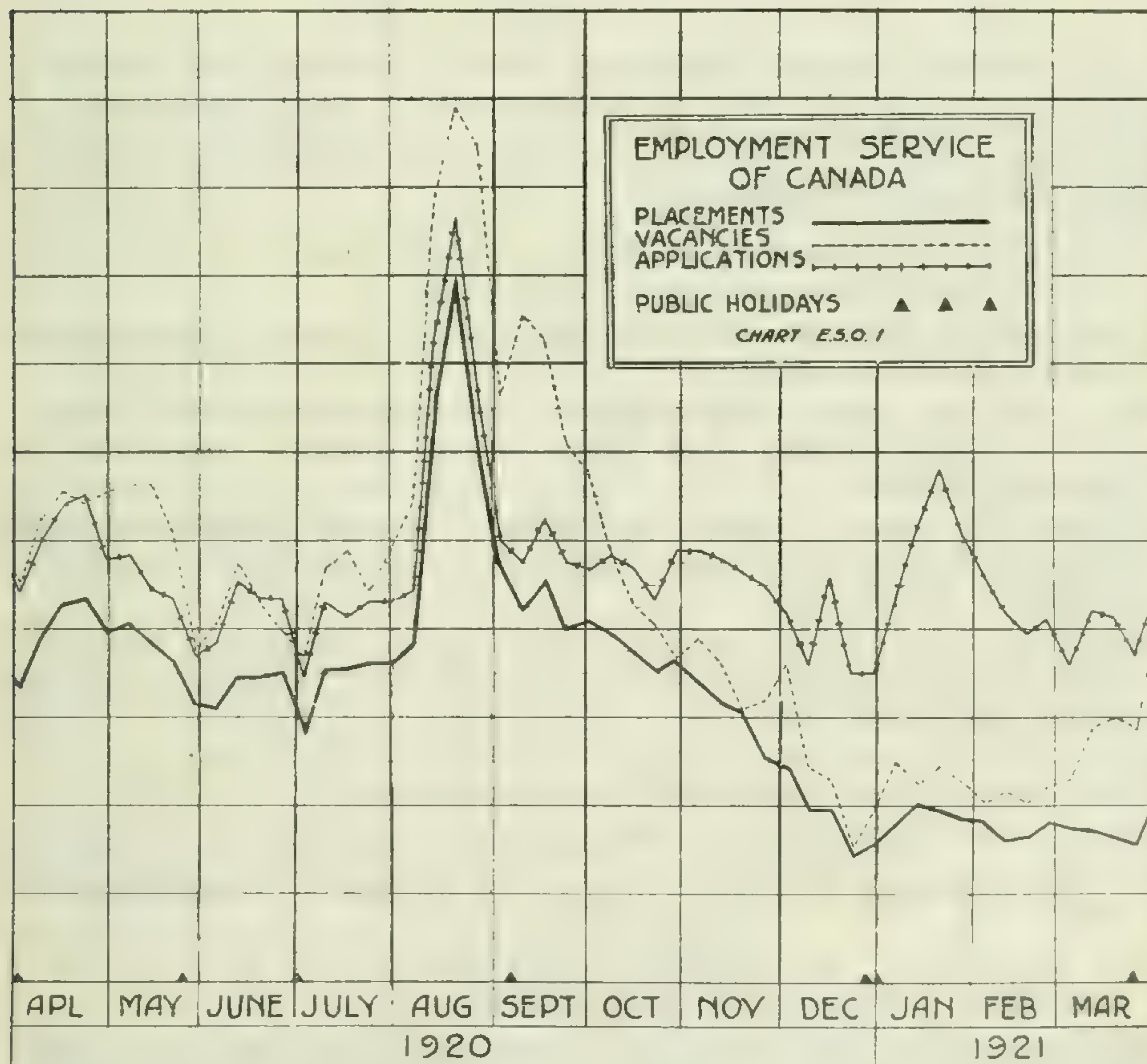
## SESSIONAL PAPER No. 37

PLACEMENTS in regular and casual employment as reported by the offices of the Employment Service of Canada, in the various provinces during the year April 1, 1920, to March 26, 1921.

	Regular Placements			Casual Placements
	Men	Women	Total	
*Prince Edward Island.....	95	2	97†	0
*Nova Scotia.....	1,637	166	1,803	109
*New Brunswick.....	4,841	334	5,175	222
Quebec.....	14,438	1,442	15,880	366
Ontario.....	100,062	9,057	109,119	17,856
Manitoba.....	52,445	6,681	59,126	27,079
Saskatchewan.....	40,886	4,012	44,898	6,962
Alberta.....	47,508	7,273	54,781	14,605
British Columbia.....	44,810	4,602	49,412	12,546
	306,722	33,569	340,291	79,745

\* Offices closed permanently or for short period.

† Applicants placed were registered before April 1, 1920.



12 GEORGE V. A. 1922

## CONFERENCES

Three conferences of particular interest to the Employment Service were held during the year under review. The first of these was the eighth annual meeting of the International Association of Public Employment Services (formerly the American Association of Public Employment Offices), held in Ottawa, September 20-22, 1920. This conference was attended by a large number of members, including delegates from most of the states and from all the Canadian provinces in which public employment office systems are in operation. The first day was occupied with papers and informal discussion relating to unemployment and organization of employment. The topics for the second day were employment and education; the placement of the physically handicapped; and the harvest labour problem, while the sessions on the final day of the conference were devoted to employment office administration and technique and the business meeting. The proceedings of this conference have been published by the Department of Labour of Canada.

Immediately after this annual meeting of the International Association of Public Employment Services the second meeting of the Employment Service Council of Canada was held in Ottawa, and in March, 1921, a conference of western representatives of the Employment Service took place in Regina. An account of these two conferences is given below.

## EMPLOYMENT SERVICE COUNCIL OF CANADA

The regulations under the Employment Offices Co-ordination Act (P.C. 3111 of December 17, 1918) provided for the establishment of an advisory board to assist the minister in the administration of the Act and to recommend ways of preventing unemployment. This body, known as the Employment Service Council of Canada, is composed of the following members:—

*Nova Scotia*.—W. M. McCoy, K.C., Secretary of Industries and Immigration, Halifax, representing the province of Nova Scotia.

*New Brunswick*.—Celine Melanson, 236 High street, Moncton, representing the province of New Brunswick.

*Quebec*.—Jos. Ainey, General Superintendent, Quebec Government Offices, Employment Service of Canada, 10 St. James street, Montreal, representing the province of Quebec.

*Ontario*.—H. C. Hudson, General Superintendent, Ontario Government Offices, Employment Service of Canada, 15 Queen's Park, Toronto, representing the province of Ontario.

*Manitoba*.—J. A. Bowman, General Superintendent, Manitoba Government Offices, Employment Service of Canada, 439 Main street, Winnipeg, representing the province of Manitoba.

*Saskatchewan*.—Thos. M. Molloy, Commissioner, Bureau of Labour and Industries, Regina, representing the province of Saskatchewan.

*Alberta*.—J. W. Mitchell, General Superintendent, Saskatchewan Government Offices, Employment Service of Canada, Calgary, representing the province of Alberta.

*British Columbia*.—J. D. McNiven, Deputy Minister of Labour, Victoria, representing the province of British Columbia.

*Canadian Manufacturers Association*.—G. E. Carpenter, Western Secretary, Canadian Manufacturers' Association, Winnipeg; E. Blake Robertson, Eastern Secretary, Canadian Manufacturers' Association, Ottawa, representing the Canadian Manufacturers' Association.

## SESSIONAL PAPER No. 37

*Association of Canadian Building and Construction Industries.*—J. P. Anglin, President, Association of Canadian Building and Construction Industries, Montreal, representing the Association of Canadian Building and Construction Industries.

*Trades and Labour Congress of Canada.*—Arthur Martel, Vice-President, Trades and Labour Congress of Canada, Montreal; E. W. A. O'Dell, General Organizer, Boot and Shoe Workers' Union, Hamilton, representing the Trades and Labour Congress of Canada.

*Railway Association of Canada.*—C. P. Riddell, Secretary, the Railway Association of Canada, Montreal, representing the Railway Association of Canada.

*Canadian Railway Brotherhoods.*—S. N. Berry, Vice-President, Order of Railway Conductors, 53 Beatrice street, Toronto, representing the Canadian Railway Brotherhoods.

*Canadian Lumbermen's Association.*—Frank Hawkins, Secretary, Canadian Lumbermen's Association, Fraser Building, Ottawa, representing the Canadian Lumbermen's Association.

*Canadian Council of Agriculture.*—R. McKenzie, Vice-President, Canadian Council of Agriculture, 613 Boyd Building, Winnipeg; W. C. Good, Canadian Council of Agriculture, Paris, Ont., representing the Canadian Council of Agriculture.

*Department of Labour, Ottawa.*—Mrs. Jean S. Robson, Canadian Council of Immigration of Women for Household Service, Immigration Department, Ottawa; Miss Helen R. Y. Reid, Canadian Patriotic Fund, Montreal; Bryce M. Stewart, Director of Employment Service, Department of Labour, Ottawa, representing the Department of Labour.

*Great War Veterans' Association.*—C. G. MacNeil, Dominion Secretary-Treasurer, Great War Veterans' Association, Ottawa, representing the Great War Veterans' Association.

*Department of Soldiers' Civil Re-establishment.*—T. A. Stevenson, Information and Service Branch, Department of Soldiers' Civil Re-establishment, Ottawa.

This council met for the first time in May, 1919. A second meeting was held in Ottawa, on September 23-24, 1920, at which the progress made during the preceding year was reviewed and plans for developing the work of the Employment Service and preventing unemployment were fully discussed. Committees were appointed by the council to consider and report on unemployment, employment office administration and technique and specialized services. The reports of these committees were adopted with slight modifications by the council. An important amendment to the constitution provided for an executive committee with power to enter into any negotiations necessary to carry out the wishes of the Employment Service Council as expressed in the resolutions and to present to the Minister of Labour, Provincial Governments or others concerned, the resolutions of the council. This executive committee is authorized to give consideration to any question that may arise between sessions of the council, and is required to submit its findings to the members for approval.

The following are the recommendations brought in by the various committees and adopted by the council for the minister's consideration:—

## COMMITTEE ON ADMINISTRATION AND TECHNIQUE

*Recommendation 1.*—The committee is unanimously in favour of some form of advisory council or committee for each employment office and for each provincial Employment Service and strongly recommends that each province take immediate

12 GEORGE V, A. 1922

action toward the formation of such councils. Where special legislation is necessary the committee recommends that the Minister of Labour be asked to communicate direct with the Provincial Governments concerned.

*Recommendation 2.*—(a) The committee realizes the importance of having the lowest possible transportation rates for persons securing employment through the Employment Service and recommends that the Director of the Employment Service shall endeavour to have the 2½ cent rate maintained.

(b) In order to facilitate the transfer of workers to employment, the committee recommends that each province provide a fund out of which fares may be advanced to workers sent to more or less distant points on account of the impossibility of placing them locally. The regulations covering such advances which should not be given any publicity whatsoever—should be modelled after those of the British system of employment offices.

*Recommendation 3.*—The committee is pleased to learn that the efforts of the Department of Labour with regard to the issuing of an Employment Service bulletin are meeting with success and the committee looks forward with interest to the first number. The committee is convinced that such a bulletin will provide a valuable means of promoting the objects of the Employment Service.

*Recommendation 4.*—The committee fully appreciates the difficulties under which the Department of Labour has been working with reference to job analysis, and is pleased to learn that notwithstanding these difficulties considerable progress has been made towards the publication of a memorandum on job analysis. The members of this committee hope that a complete report on this subject will be issued as soon as possible realizing that it will be of decided benefit to the Employment Service as a whole.

*Recommendation 5.*—With regard to the policy of the Employment Service towards the question of advertising and publicity the committee is of the opinion that:—

(a) The use of detailed classified newspaper advertising is essential to the successful operation of employment offices. The extent of this advertising should be determined by the Employment Service of each province. Such advertising should be systematic and wherever possible a daily advertisement in the same relative position should be used to display the most attractive orders and applications listed in the office.

(b) Local superintendents should confer frequently with such bodies as Boards of Trade, Chambers of Commerce, Business Women's Clubs, Rotary, Kiwanis and Commercial Clubs, Retail Merchants' and Builders' Associations, Trades and Labour Councils, and other organizations with the idea of laying before these bodies the advantages to be obtained from the Employment Service as related to their business or private interests.

(c) That a poster should be prepared to direct persons seeking employment and employers seeking workers to the various government employment offices. Such posters should be displayed in railway stations, post offices and other public places.

(d) That general and local superintendents should seize every opportunity to have news items concerning the Service inserted in local newspapers.

(e) Standard Sign.—After careful consideration of the various designs for a standard sign, the committee recommends the adoption of the design used by the

## SESSIONAL PAPER No. 37

province of Manitoba, consisting of an oval with the word "Employment Service of Canada" around the outside, leaving to the province directly concerned the wording to be used in the bar running from end to end of the oval.

*Recommendation 6.*—The committee has learned with satisfaction that several of the provinces have taken steps since the last meeting of the Employment Service Council to close all private employment agencies within their boundaries and it is strongly recommended that the provinces in which private agencies still exist should follow their example as soon as practicable.

*Recommendation 7.*—(As this recommendation relates to alterations in forms and is therefore not of general interest it has been omitted.)

*Recommendation 8.*—The committee recommends that provincial superintendents be called together at least once a year in addition to the meeting of the Employment Service Council to consider numerous questions of common interest for which time is not available at the meeting of the Employment Service Council.

## COMMITTEE ON SPECIALIZED SERVICE

*Recommendation 1.*—The committee recommends that the survey now being carried on under the direction of Mr. Wyatt at Winnipeg be continued, and that all information gained be made available to the other provinces with the view that these provinces may proceed with the development of juvenile departments upon a sound and tested basis.

*Recommendation 2.*—With regard to the placement of handicapped workers, the committee reports that the general principle that such workers require special service seems to have been justified by the experience of public employment offices now working with handicapped workers in special divisions. Special knowledge of occupational opportunities is necessary in connection with the placing of handicapped workers, and the needs of the employer as well as of the applicant must be carefully considered. A careful record of the progress of those applicants placed should be kept, preferably through a personal follow-up system.

The committee reaffirms the recommendation made by the Employment Service Council at its 1919 meeting that where necessary special departments be created for handicapped workers.

The committee further recommends the co-operation of the Employment Service of Canada with the special effort being made this winter by the Department of Soldiers' Civil Re-establishment in the placing of vocationally trained men and that where necessary special placement officers with overseas experience should be attached to the offices of the Employment Service of Canada in the larger industrial centres for the express purpose of specializing in the employment needs of disabled and handicapped soldiers.

*Recommendation 3.*—The committee would strongly urge the establishment of special divisions for women in all employment offices throughout the Employment Service and that separate entrances to such divisions be provided where possible.

The committee further recommends that all records of placements and replacements of women workers, especially those from overseas, be made available to the superintendent of the local hostel or such other authority as may seem entitled thereto.

*Recommendation 4.*—This committee is of the opinion that adequate provision should be made by the Governments of the various provinces for the placing of teachers and other professional workers in employment so that they may not have to depend on fee-charging agencies for this service. The committee, therefore,

12 GEORGE V, A. 1922

recommends that the Minister of Labour be requested to take up with the various provincial Governments, the establishment of a uniform and co-ordinated system of business and professional placement offices in the Employment Service at the earliest possible date.

*Recommendation 5.*—The committee strongly recommends that recruiting of workers from any country for employment in Canada should be permitted only after consultation with employers and workers through the Employment Service.

*Recommendation 6.*—That this council approve of an intensive study of the harvest labour problem in Western Canada.

#### COMMITTEE ON UNEMPLOYMENT

*Recommendation 1.*—Whereas the Governments of Canada and of the United Kingdom have agreed that employers making application for labour from the United Kingdom shall be required to first make application to the Employment Service of Canada and shall import such labour if necessary only through the agency of the Employment Service and the Department of Immigration, and

Whereas complaints continue to be received that workers recruited in the United Kingdom frequently find on arriving in Canada that employment conditions have been misrepresented;

Now therefore be it resolved that this council approves the agreement entered into by the said Governments and urges that such agreement be made more effective by providing that persons shall be permitted to recruit labour from the United Kingdom for employment in Canada only under the supervision of the British Ministry of Labour.

*Recommendation 2.*—Resolved that the Employment Service of Canada should endeavour to extend among employers and employees such methods as will result in stabilizing employment conditions; it is suggested that in the negotiations of trade agreements the principle of restriction of overtime and reduction of hours in slack periods rather than the reduction of permanent working forces, as already agreed upon by many employers and labour organizations, be given full consideration, and that the members of this council representing various organizations of employers and workmen be requested to bring this resolution to the attention of their respective bodies and to report the views of such organizations to the secretary of the council.

*Recommendation 3.*—Whereas in view of the report of the Royal Commission on Industrial Relations, and the recommendation of the National Industrial Conference and the fact that the principle of unemployment insurance has been endorsed by the Trades and Labour Congress of Canada, the Great War Veterans' Association and the International Labour Conference at Washington, and

Whereas this council considers that some form of unemployment insurance would greatly reduce distress and unrest due to unemployment and the fear of unemployment;

Now therefore be it resolved that this council request that a board be appointed forthwith as recommended by the National Industrial Conference with instructions to submit a report to the next National Industrial Conference, indicating if in their view immediate legislative action should be instituted.

*Recommendation 4.*—Whereas unemployment consequent upon seasonal and cyclical fluctuations in the demand for labour can be greatly reduced by the policy of stimulating the demand for labour in bad times through the postponement of Government contracts of a non-urgent character until it is necessary to promote a demand for labour owing to slackening of private employment;

## SESSIONAL PAPER No. 37

And whereas this policy was endorsed by the Joint Industrial Conference of the United Kingdom and by the International Labour Conference at Washington;

And whereas this council at its last meeting resolved "that in the approval and execution of public works and in the purchase of Government supplies regard shall be had so far as reasonably practicable to the general state and prospects of the labour market to the end that the total volume of employment of the country may be kept as constant as possible";

Now therefore be it resolved that the Employment Service of Canada, through the Employment Service of the Department of Labour, and through the provincial employment services, shall with the least possible delay bring this policy to the attention of all Government authorities controlling any considerable amount of public expenditure, and shall in co-operation with such departments, arrange to have constantly at hand information as to available and projected Government expenditure with the view to planning such expenditure in accordance with the state of the labour market; that the secretary shall send copies of this resolution to the departments concerned, and that the various provincial Employment Services shall forward progress reports to the secretary of this council.

The action taken on the above recommendations is referred to below under various subject headings.

The first meeting of the executive committee of the Employment Service Council was held on December 27-29, for the purpose of discussing means for relieving the unemployment situation existing in Canada at that time. Resolutions adopted by the Employment Service Council in September were presented to the minister by the executive and conferences were arranged with representatives of the Department of Public Works, the Department of Immigration and the Purchasing Commission with a view to securing their co-operation in the regularization of employment and the alleviation of existing conditions. A suggested statement of duties for provincial and local employment service councils was prepared, and resolutions relating to the abolition of private employment agencies, methods of stabilizing employment and the employment of disabled ex-service men were passed at the meeting. A general employment policy was also drafted for submission to the minister.

## CONFERENCE OF WESTERN REPRESENTATIVES

A conference of western representatives of the Employment Service of Canada was held for the first time in Calgary on March 8-10, 1920. At this conference a number of questions were discussed in the light of the experience gained during the first year's operation of the Employment Offices Co-ordination Act, and at its close it was decided that it would be helpful for the western representatives to meet together each year to consider the problems peculiarly affecting the interests of the western provinces. A second annual conference was accordingly held in Regina, March 8 and 9, 1921. The province of British Columbia was represented at this conference by three members, Alberta by six, Saskatchewan by twelve, and Manitoba by two. The Director of the Employment Service of Canada and the Dominion Superintendent of Western Offices were present. The sessions during the first day were largely devoted to various phases of employment office administration. The topics discussed included methods of interviewing applicants, of acknowledging orders and of record keeping and the interprovincial transfer of labour in its relation to zone boundaries. The following day a joint conference with representatives of the farmers' organizations from the three Prairie Provinces was arranged at which farm labour problems in general and in particular the distribution of labour and the standardization of wages were discussed.

## EMPLOYMENT STATISTICS

Statistics covering the field of employment are compiled under authority of the section of the Employment Offices Co-ordination Act which empowers the Minister of Labour "to compile and distribute information received from employment offices and from other sources regarding prevailing conditions of employment." For this purpose five principal sources of information are used: weekly reports from employers, daily reports from employment offices, trade union reports, reports on civic employment, reports on building permits.

*Employer's Payrolls.*—A valuable index to the state of employment in general is a statement of the total number of employees reported by employers, as compared with the total number for identical employers at a given date previous. The Employment Service has established a system of weekly reports on payrolls from over 5,000 employers of labour in all lines except agriculture. By this means it is possible to estimate fairly accurately at a given date how many workers have been released from employment, or how many have been added to the active industrial forces of the country.

*Reports of Employment Offices.*—Daily reports from the offices of the Employment Service throughout Canada show the number of orders for workers received, the number of applications from workers received and the number of placements made. Not only do these statistics afford a check on the information derived from payroll reports, but they also show to what extent an unemployment situation is relieved through the work of the offices, or conversely how far the supply of available labour in the country falls short of the employers' demands. They make possible a comparison of the work done under the peculiar geographical and climatic conditions of Canada with that of similar services in other countries, and also the interpretation and control of the larger movements of labour between different geographical sections of the Dominion.

*Unemployment Reports from Trade Unions.*—Reports from trade unions throughout the country show the number of members in each union and the number of members out of work or working short time, affording a good index to the state of employment in the skilled trades more particularly. These reports are received monthly from approximately 1,500 labour organizations with a total membership of 200,000. To prevent duplication, unions are asked to omit from reports members who are employed in work other than their own trades, members who have moved out of the district, and members idle because of sickness, strike or lockout.

*Civic Employment.*—Statements of payrolls of temporary employees of departments and commissions in the fifteen largest Canadian cities, distributed by provinces, are received monthly. Included in these reports are the amount of wages paid. These statistics are valuable as an index to the volume of civic employment in the country and they assist in its adjustment to seasonal variations in private employment.

*Building Permits.*—Statistics on the total value of building permits issued in the thirty-five largest Canadian cities reported monthly, afford an index to the amount of employment existing in the building trades and to some extent in allied metal and woodworking trades.

The information represented by these various statistics has often been of value in estimating the employment situation in any locality before the release of Government contracts. It has also been of service in immigration matters, especially in connection with requests from employers for the admission of labour from other countries. In this connection the reports from employers, indicating expansion or contraction in the industry in question, with the related information from trade unions and from employment offices as to the demand for workers of the class called for and the supply of such workers, afford a basis for decision as to admission or exclusion

## SESSIONAL PAPER No. 37

of immigrant workers. In a more general way, there is the recognized utility of a serviceable fund of information as to seasonal fluctuations in the different industries, often stressed by climatic factors, enabling the service to deal more effectively with its problems. Such information makes it possible to formulate methods of transferring workers from industries in seasonal decline to those in the period of expansion, enabling employers to maintain a maximum production and reducing the difficult problems of seasonal unemployment. Finally the usefulness of these statistics in connection with any system of unemployment insurance is obvious. In due course much of this information will be available at frequent intervals through an employment bulletin.

*Information on Unemployment and the Organization of the Labour Market.*—Additional non-statistical information has been collected in considerable volume by the Employment Service, chiefly on measures for preventing or alleviating unemployment, such as short time instead of reduction in staff during slack periods, the reservation of Government works for periods of depression, the concentration of Government purchasing in times of seasonal slackness, the placement of handicapped workers, unemployment insurance, etc. Memoranda based on this data have been distributed from the Employment Service headquarters at Ottawa to the officers of the service to assist them to keep in touch with developments along various lines of employment work both in Canada and in other countries. These memoranda are also available to other persons interested in employment problems. In pursuance of the resolution of the National Industrial Conference that an inquiry into the question of unemployment insurance should be made, the Employment Service collected information on this subject and compiled a memorandum summarizing the available data which has been distributed to representative employers and trade unions.

## LABOUR MOBILITY

The clearance work of the Employment Service was in general carried on during the year along the lines developed during the preceding year. Each local office reports daily to the clearing house of the province positions unfilled and impossible to fill locally, and applicants unplaced and willing to leave the locality so that an unsatisfied demand for labour in one part of the province may be related to unemployed workers in another. When the provincial clearance officer is unable to secure the workers required in any case within the province, he marks the item for inter-provincial circulation. The interprovincial clearing house lists such items from all the provinces in its jurisdiction in an interprovincial clearance bulletin so that superintendents are advised if the local demands for labour or employment can be satisfied in nearby provinces. They are authorized to communicate directly with the other superintendents concerned and reports on transfers effected are made to the two provincial clearing houses interested and to the interprovincial clearing house of the district. Ottawa headquarters also issues a Dominion clearance bulletin which circulates among all the offices of the country, applications for employment and orders for labour that appear to be especially difficult of satisfaction, involving perhaps transfers between east and west and possibly necessitating effort to secure workers from other countries. The items in this bulletin are mainly those reported by the interprovincial clearing houses as involving special difficulties and not likely to be satisfied by offices in their territory. The province of Ontario has been divided with a view to a more efficient clearance into five zones, clearance officers being placed in the principal office of each zone. Each clearance officer is expected to keep in daily communication with all the offices in his division in order to fill all orders or place all applicants from within the zone wherever possible. In the case of an order which a trial or the clearance officer's knowledge indicates cannot be filled within the zone, the particulars are communicated to the provincial clearing house. In handling inter-

zone transfers, local superintendents communicate direct with each other and report the transactions to the zone clearance officer after it is completed.

In November, 1920, a new method of handling clearance items was adopted in the Dominion and Interprovincial clearing houses. Formerly the bulletins of these clearing houses were issued in sheet form and were cumulative, new items being added to those already on the bulletin, and the whole bulletin being sent out at intervals of a week. Under the new system each "live" clearance item on the bulletin was printed on a separate postcard and forwarded in this form to all local offices and clearing houses concerned. At the same time these offices were instructed that in future only new applications or orders, revisions or cancellations, would be sent out and that these would be circulated in card form immediately they were received in the clearing houses. The clerical work in the clearing houses in connection with the preparation of these bulletins is considerably lessened under the new system and it is found that for purposes of reference the items in card form are more readily available. "Live" orders and applications can be filed numerically by provinces while in the same way orders and applications no longer active may be retained on file separately for reference when necessary. As all cards are dated it is easily ascertainable how long any item has been in circulation. In addition under the new system when the cards are received in the local offices they can be filed in each interviewer's card index tray of "live" orders.

The provincial clearing house at Toronto had instituted a similar system for dealing with provincial items several weeks before its adoption in the Dominion and Interprovincial clearing houses, and the remaining provinces were urged to install this method for provincial clearance at as early a date as possible. The new system was in operation before long in all provincial clearing houses with the exception of that of Quebec, and as a result much less time is now required for the clearance process.

Further arrangements with regard to the circulation of Dominion clearance orders and applications have been adopted. When any difficulty or delay is experienced in securing applicants to fill orders, a circular is forwarded to the trade union or unions which have in their membership the special class of workers required. The circular is in postcard form and is so worded that neither the precise locality of the work described nor the name of the firm requiring workers appears. The secretary of the union is informed that unemployed members available for the employment described should apply at the local office of the service referring to the order number quoted on the card. Similarly, when no vacancy is available for specially skilled applicants, cards describing the qualifications of such applicants are circulated among a selected list of employers.

It has been found in practice that the provincial boundaries are in many instances not the natural lines for dividing the country into convenient districts for employment service work. In the case of Hull and Ottawa, for instance, Port Arthur and Winnipeg, Golden, B.C., and Calgary, the system of provincial clearance described above would sometimes involve long-distance transfers of labour within a province when the labour might be closer in another province. In most cases, however, the superintendents of the offices concerned have worked out arrangements to overcome this difficulty.

During the year 1919-20 an arrangement was put into effect with regard to the admission of workers from Great Britain to fill vacancies which cannot be filled in Canada. This plan involves close co-operation between the Immigration Department and the Employment Service and between the Employment Service of Canada and the British employment exchanges. A procedure has been adopted which obviates delay as far as possible and which at the same time insures that no request shall be taken into consideration before the authorities have had an opportunity of

## SESSIONAL PAPER No. 37

deciding whether prevailing conditions are such as to warrant the introduction of the required labour. A form issued by the Employment Service is available to employers wishing to bring workers into Canada. When particulars as to the conditions of employment offered have been entered upon this form, it is returned to the officer in charge of the nearest employment office, who satisfies himself as to the bona fides and the apparent ability of the employer to fulfill the offered terms and endorses the form to that effect. The endorsed form is then transmitted to the Director of the Employment Service at Ottawa for approval. Before such approval is granted, however, effort is made to secure the required help in Canada and it is only when such efforts have proved unsuccessful that the employer's application to import workers is approved. When an application is approved, a duplicate copy of the form is forwarded to the Oversea Employment Committee in Great Britain in order that endeavours may be made to fill the vacancies through the British system of employment exchanges. It has also been arranged with the Oversea Employment Branch of the British Ministry of Labour that the Employment Service shall receive from this branch a monthly statement of persons in the United Kingdom applying for employment overseas, showing the occupation and qualifications of each applicant. Copies of these statements are furnished to all the local offices of the Employment Service of Canada in order that they may be referred to when an order is received from an employer which cannot be filled by workers in Canada at the time.

A special transportation rate for persons being sent to employment at a distance was granted in 1919 by the following railways: Canadian National Railways, Canadian Pacific Railway, Dominion Atlantic Railway, Michigan Central Railway, Quebec Central Railway, Temiskaming and Northern Ontario Railway, Wabash Railroad, Kettle Valley Railroad, and Pacific Great Eastern Railway. Under this transportation arrangement a reduction from the regular rate was granted on all trips of 116 miles or more, a flat fare of \$1 being charged on all trips of from 116 to 400 miles, and a one-cent-a-mile rate on all trips of more than 400 miles. This rate has since been twice revised and since September, 1920, the rate has been 2.7 cents per mile with a minimum fare of \$1, tickets issued at this rate to be second-class. The rate applies only in cases of bona fide placements through the Employment Service and pre-supposes the existence of a well-organized system of provincial and interprovincial clearance to insure that persons will not be despatched long distances when suitable employment is available near at hand.

The number of special rate certificates issued by offices of the Service during the fiscal year 1920-21 was 50,860 of which 31,759 were issued to points in the same province as the dispatching offices and 19,101 to points in other provinces. The following tables give the figures in detail:—

## PROVINCIAL TRANSFERS

British Columbia . . . . .	5,661
Alberta . . . . .	5,244
Saskatchewan . . . . .	3,013
Manitoba . . . . .	3,632
Ontario . . . . .	13,679
Quebec . . . . .	528
New Brunswick . . . . .	1
Nova Scotia . . . . .	1
Prince Edward Island . . . . .	0
<b>Total . . . . .</b>	<b>31,759</b>

## INTERPROVINCIAL TRANSFERS

Issuing Province	B.C.	Alta.	Sask.	Man.	Ont.	Que.	N.B.	N.S.	P.E.I.	Totals.
British Columbia		2,523	993	44						3,560
Alberta	2,151		576	5						2,732
Saskatchewan	447	424		1,926	346					3,143
Manitoba	78	236	1,552		3,731	2				5,599
Ontario	32	2	91	283		265				673
Quebec			7	2	3,362					3,371
N.B.								23		23
N.S.										
P.E.I.	2,708	3,185	3,219	2,260	7,439	267	23			19,101

The importance of this special rate plan is reducing unemployment and increasing production is fully realized by the Employment Service Council of Canada and at the second annual conference of the council a report of the committee on administration and technique was adopted which recommended a lowering of the rate. There have been several conferences with the railways in the matter but as yet without success. The committee recommended further that in order to facilitate the transfer of workers to employment, each province should provide a fund out of which fares could be advanced to workers sent to more or less distant points on account of the impossibility of placing them locally. A clause had previously been included in the agreement between the Provincial and Dominion Governments providing that unfunded advances for transportation issued to persons directed to employment at a distance secured through the Employment Service should be included among the expenditures deemed properly made under the Act.

An amendment of the Ontario Trades and Labour Branch Act introduced at the last session of the Provincial Legislature contained a clause empowering the Lieutenant Governor in Council to make regulations "for advancing the travelling expenses of persons travelling to their place of employment who have procured such employment through the Ontario Government Employment Bureaux, and the conditions under which such advances for travelling expenses may be made." This clause, however, was amended and in its final form contained the proviso that such advances may be made only when the employer agrees to repay the office.

## FARM LABOUR

The problem of securing labour for employment on farms continued to occupy much of the attention of the Employment Service. In accordance with suggestions made at the Conference of Western Representatives of the Employment Service at Calgary in March, 1920, temporary employment offices were opened at Bowsman and Barrow's Junction in Manitoba, and Big River and Hudson Bay Junction in Saskatchewan, for the purpose of diverting the workers leaving the mines and lumber camps directly to employment on farms in order that the demand for help for the spring seeding might be met.

A plan similar to that carried out the previous year was adopted for securing an adequate supply of harvest help for the western provinces. The requirements of Manitoba, Saskatchewan and Alberta were estimated at an early date and communicated to headquarters of the Employment Service at Ottawa, where a conference was held with the passenger traffic managers of the two transcontinental railway systems and plans were made for the annual harvest excursions. At Winnipeg representatives of the three Provincial Employment Services and of the Western Clearing House arranged for the distribution of the harvest excursionists. The total demand for work-

**SESSIONAL PAPER No. 37**

ers registered with the Employment Service in August was 60,000 and of this number about one-half was required for the western harvest. The number of workers placed during the month was 50,000 and the remaining 10,000 were secured early in September. The number of persons dispatched from the east on the harvest excursions was 28,228. A few thousand harvest workers were also secured for the Prairie Provinces in the coast cities of British Columbia.

In Ontario, under the direction of the Women's Farm Section of the Toronto office, eighteen camps for fruit-pickers were opened in the districts of Niagara, Grimsby and Clarkson, at which employment for 300 women was secured.

All the employment offices which act as distributing centres for farm labour have endeavoured to provide special facilities for handling this work. The Toronto office has a Farm Labour Section, while in Winnipeg a separate office deals solely with this class of worker. In other offices such as those in Calgary and Edmonton, special interviewers for farm labour are maintained, and rooms have been made available for the use of farmers wishing to interview prospective help.

The harvest labour problem was discussed at some length at the second annual conference of the Employment Service Council of Canada, and a resolution was passed approving an intensive study of the harvest problem in Western Canada. Farm labour problems were also considered in detail at the second annual meeting of Western Representatives of the Employment Service, at which representatives of the farmers' organizations in the three Prairie Provinces were invited to attend. It was unanimously recommended at this conference that the farmers' organizations "urge their membership to a more general use of the Employment Service, where offices are established, pointing out the evils of picking up help indiscriminately or seeking to secure it from other sources at varying wages," and further that "the Employment Service in co-operation with the various farmers' organizations put on a campaign urging farmers to engage help early as an insurance against loss through labour shortage."

**PLACEMENT IN PROFESSIONAL AND BUSINESS OCCUPATIONS**

During the demobilization period, the Information and Service Branch of the Department of Soldiers' Civil Re-establishment established special professional and business sections in the larger cities, and officers of the Employment Service co-operated by notifying these sections of suitable openings and by referring to them returned soldiers with professional or business training. A special officer was appointed at headquarters in Ottawa to organize professional and business work in the Employment Service and to have charge of the professional and business clearance during the period of demobilization. An office for both soldier and civilian applicants of the professional and business classes, in which two representatives of the Department of Soldiers' Civil Re-establishment were stationed, was maintained in the Western Clearing House at Winnipeg. By the end of June, 1920, the Department of Soldiers' Civil Re-establishment had discontinued its employment work for returned soldiers and the office of the Western Clearing House of the Employment Service was also closed. The establishment of a professional and business section in the Employment Service and the operation of business and professional offices by the provinces has been urged by the Employment Service Council of Canada and negotiations to this end have been carried on with the various Provincial Governments. As a result of these negotiations in some of the larger cities all professional and business work has been placed in charge of a special officer and particular attention has been given to this phase of employment work. The question of establishing a uniform and co-ordinated system of business and professional placement offices in the Employment Service was

discussed at the meeting of the Executive Committee of the Employment Service Council in December, and the Minister of Labour was requested to urge upon Provincial Governments the establishment of divisions for professional and business workers in cities where the volume of business of that class warranted such a step. When the agreement for the fiscal year 1921-22 was drawn up, a clause to this effect was inserted accordingly. Several of the universities in Canada have been considering the establishment of appointment bureaus and plans for the co-operation of the Employment Service with such bureaus are being worked out.

#### PLACEMENT OF THE HANDICAPPED

To meet the problem of placing disabled ex-service men, a section was organized in the Information and Service Branch of the Department of Soldiers' Civil Re-establishment. Special employment offices for the handicapped, under the supervision of this section, were opened in a number of cities, and in other cases through an arrangement with the Employment Service of Canada, representatives of the Information and Service Branch were stationed in the employment offices to deal with all cases of returned soldier applicants, including the disabled. Officers of the Employment Service co-operated in this work by notifying the offices for the handicapped of openings suitable for such workers, and by referring disabled soldiers to these offices. When the Information and Service Branch was demobilized in the summer of 1920 their offices for the handicapped were discontinued. The Employment Service, however, took over this work in so far as possible and arrangements were made for co-operation between the vocational branch of the Department of Soldiers' Civil Re-establishment and the Employment Service in the placing of handicapped men graduating from training courses given by the vocational branch.

The establishment of a handicap division in the Employment Service was urged by the Employment Service Council of Canada at its first meeting, and at the second meeting the report of a committee on special services reaffirmed the recommendation that where necessary special departments should be created for handicapped workers. The committee further recommended the co-operation of the Employment Service with any special efforts made during the winter by the Department of Soldiers' Civil Re-establishment in the placing of vocationally trained men. In accordance with this recommendation further arrangements were made with the vocational branch. At the meeting of the executive committee of the Employment Service Council held in December, the subject of employment for handicapped workers was discussed, and as in the case of professional and business workers, the minister was requested to urge upon the Provincial Governments the establishment of divisions for handicapped workers in cities where the volume of business of that class warranted such a step. A clause to this effect has accordingly been inserted in the agreement with the provinces for the fiscal year 1921-22. A resolution to the effect that, when possible, disabled returned soldiers should be given preference in connection with the vacancies in the Civil Service notified to the Employment Service by the Civil Service Commission was also passed by the executive. In the arrangements between the Civil Service Commission and the Employment Service for securing some of the temporary help required by the Dominion Government through the Employment Service, outlined on another page, this policy is being observed.

#### PLACEMENT OF WOMEN

Special divisions for the placement of women workers have been established in connection with many of the larger offices of the service. The action of the Provincial

## SESSIONAL PAPER No. 37

Governments in setting up these divisions is in line with the recommendation of the Employment Service Council of Canada at its second annual meeting, when the establishment of women's divisions in all the offices of the service was strongly advocated. Such divisions have been operating during the year at Montreal, Ottawa, Toronto, Hamilton, London, Winnipeg, Brandon, Regina, Moosejaw, Saskatoon, Calgary, Edmonton, Vancouver and Victoria. In the women's divisions of the Toronto and Winnipeg offices separate sections were maintained for farm, domestic and professional and business workers. In offices where a separate division is not maintained for women a special interviewer is usually assigned to this work and special applications and order forms for women workers are now in use in all the offices. The total number of women placed in regular employment during the year was 33,569.

During the year the Canadian Council of Immigration of Women for Household Service, in conjunction with the Department of Immigration, was instrumental in bringing out to Canada a considerable number of workers from the United Kingdom, who were cared for through a system of hostels. In the majority of cases the placement of these women workers was effected through the local offices of the Employment Service. In order to facilitate follow-up work in connection with these workers the Employment Service Council of Canada also recommended that all records of placements and replacements of women workers, especially those from overseas, be made available to the superintendent of the local hostel.

## PLACEMENT OF JUNIORS

Acting upon a recommendation passed by the Employment Service Council of Canada at its first meeting that a junior division be established in the Employment Service, the Department of Labour in December, 1919, created the office of Junior Employment Specialist. The duties of this officer include the preparation of plans for the organization of placement work for juniors and the promotion of these plans in co-operation with the Provincial Governments. In July, 1920, at the request of the provinces of Manitoba and Saskatchewan, the Junior Employment Specialist went to Winnipeg and Regina to confer with provincial employment officials, educational authorities and others interested regarding the organization of junior divisions in these provinces. Mrs. Reed, Chief of the Junior Division of the United States Employment Service, was present at these conferences, and later visited both Alberta and British Columbia to discuss the situation in regard to junior employment work with the authorities concerned in these provinces. All the western provinces were much interested in the work and the Junior Specialist of the Federal Department of Labour was authorized by the province of Manitoba to proceed with a survey of the employment of junior workers in Winnipeg under the direction of the Committee on Junior Employment of that city. The report of this survey covering information received from over 1,400 industrial establishments and business houses was submitted to the Deputy Minister of Education of the province in September, 1920.

At the second meeting of the Employment Service Council of Canada the committee on specialized service recommended that the junior employment survey be continued and that all information gained be made available to the other provinces in order that these provinces might proceed with the development of Junior Departments upon a sound and tested basis. In October the province of Manitoba authorized the opening of a junior office in Winnipeg and since then the Junior Specialist has devoted much of his time to assisting in the organization and work of that office.

In Calgary, also, junior employment work is receiving attention. At the time of writing a survey of opportunities for junior workers in the city is being conducted, largely by means of questionnaires forwarded to industrial establishments. A Junior

12 GEORGE V. A. 1922

Branch has recently been opened in the employment office and a special officer assigned to the work. The co-operation of local school authorities has been secured and each school principal has been supplied with forms which are forwarded to the Junior Branch when a boy or girl is leaving school.

### PROVINCIAL AND LOCAL EMPLOYMENT SERVICE COUNCILS

The regulations issued under the Employment Offices Co-ordination Act provide for the establishment of provincial and local employment service councils to assist in an advisory capacity in the administration of the Employment Service. The establishment of these advisory bodies has been endorsed by the Employment Service Council of Canada, and the present form of agreement with the provinces calls for the organization of a provincial council in each province signing the agreement and of local councils in connection with the Employment Service in every city having a population of 25,000 or over. Legislation providing for the establishment of provincial employment service councils has already been enacted in Alberta, Manitoba and Ontario. The Employment Service Council of Alberta held its organization meeting in February, 1921, and it is expected that councils will be organized very soon in the other provinces also. Legislation with regard to the establishment of local councils has also been enacted by Alberta and Ontario, and a number of such local councils has already been formed throughout Canada. At the end of the fiscal year under consideration local employment service councils were functioning in connection with the following employment offices: Moncton, Moose Jaw, Prince Albert, Regina, Saskatoon, Yorkton, Calgary, Edmonton, Lethbridge, and Medicine Hat.

At the meeting of the executive committee of the Employment Service Council of Canada the following statement of duties for provincial and local employment service councils was drawn up to be submitted to the provincial authorities for consideration:—

#### DUTIES OF PROVINCIAL EMPLOYMENT SERVICE COUNCILS

1. To make recommendations to the minister of the province with regard to general policy in such matters as the number and type of offices to be established, the location, premises and equipment of such offices, qualifications for positions in the provincial employment service, training of personnel, zoning of the province and publicity.
2. To advise on the organization of the provincial employment service, including appointment of persons in charge of local offices, changes in such appointments, and generally to promote efficiency in its administration.
3. To advise on the bringing into or sending out of the province by the provincial employment service of any considerable body of labour.
4. To secure the co-operation of provincial organizations of employers and employees in the use of the Employment Service.
5. To consider methods and devise plans for preventing and alleviating unemployment in the province and to enlist the co-operation of provincial organizations of employers and employees, the provincial authorities and other interested persons and organizations in the promotion of such plans.

## SESSIONAL PAPER No. 37

## DUTIES OF LOCAL EMPLOYMENT SERVICE COUNCILS

1. To make recommendations with regard to location, premises, alterations and equipment of the local employment offices and with regard to the establishment of new divisions.
2. To advise on the organization of the local office, including appointments and changes in staff, the business hours, and in general to promote efficiency in its administration.
3. To advise on the bringing into or sending out of the locality by the local employment office of any considerable body of labour.
4. To secure the co-operation of employers and employees in the use of the local office, and to investigate complaints.
5. To recommend plans for advertising the work of the local office.
6. To appoint special committees for junior, handicap and professional and business work and such other matters as may be deemed advisable.
7. To consider methods and devise plans for the prevention and alleviation of unemployment in the locality and to enlist the co-operation of employers and employees, the municipal authorities and other interested persons and organizations in the promotion of such plans.

This statement of duties was approved by the minister, who suggested the following addition with regard to the procedure of employment service councils:—

The recommendations of employment service councils will in general fall in one of the following classes: (1) recommendations primarily for the attention of the municipal councils or local organizations, (2) the Provincial Governments or provincial organizations, (3) the Dominion Government or national organizations.

Most recommendations of local employment service councils will fall in class (1). Recommendations of this class should be brought to the attention of the municipal government or other local body concerned by the local council direct. Recommendations of classes (2) and (3) passed by local councils should be forwarded to the employment service council of the province. Recommendations of class (2) received in this way should be considered by the provincial council, co-ordinated with the recommendations of other local councils in as far as possible and brought to the attention of the Provincial Government or other provincial body concerned with or without endorsement or expression of opinion as the provincial council may think desirable. Recommendations of class (3) should be forwarded by the provincial council for the attention of the Employment Service Council of Canada and the representative of the province on the Employment Service Council of Canada should be instructed to present the views of the provincial council with regard to such recommendation at the next meeting of the national council.

Recommendations of class (1) originating with a provincial employment service council should be forwarded to the local councils of the province for their consideration and for their action if approved. The provincial council should bring its own recommendations of class (2) to the attention of the Provincial Government or other provincial bodies concerned. Recommendations of class (3) passed by the provincial council should be forwarded to the Employment Service Council of Canada as above.

Recommendations of classes (1) and (2) passed by the Employment Service Council of Canada should be forwarded to the provincial councils for presentation if approved to local councils in the case of class (1) recommendations or to the Provincial Government or other provincial bodies concerned in the case of class (2) recommendations.

12 GEORGE V, A. 1922

The provincial representatives on the Employment Service Council of Canada should present to the provincial councils and through them to the local councils the views of the national council with regard to such recommendations. The Employment Service Council of Canada will bring its own recommendations of class (3) to the attention of the Dominion Government or other Dominion bodies concerned.

#### CO-OPERATION WITH THE CIVIL SERVICE COMMISSION

A system of co-operation with the Civil Service Commission of Canada in the placement of temporary workers in Dominion Government employ was inaugurated early in 1921. Formerly, the Commission, with the machinery at its disposal, had experienced considerable difficulty and delay in selecting and assigning workers to fill temporary vacancies in places other than Ottawa. Under the arrangement now in force, temporary vacancies for such workers as letter-carriers, postal clerks, elevator men, chauffeurs, garage men and cleaners are notified direct to the local office of the Employment Service and the office acts as the agent of the commission in selecting the persons required. Persons in localities other than Ottawa applying to the Civil Service Commission for temporary positions similar to those noted above are requested to register at the local office of the service. As the offices maintain up-to-date lists of applicants available for employment, classified by occupations, the labour requirements of local Government officers can be satisfied without delay. In filling vacancies of this kind the offices are governed by the order of selection prescribed by the commission whereby priority of appointment is granted to returned soldiers, to applicants qualified for permanent appointment, etc. Lists of such applicants qualified by examination or otherwise for positions in the service are forwarded to the local offices from time to time by the commission in order that these may receive preference if they signify to the office their desire for temporary work. A test of the new procedure was made recently at Toronto in the selection of temporary help to substitute during the summer vacation in the post office and very satisfactory results have been reported.

#### UNEMPLOYMENT RELIEF

The policy of the Dominion Government in regard to emergency relief to meet the unemployment situation which developed in Canada towards the close of 1920 was announced in a memorandum issued under date of December 24, 1920. Copies of this memorandum were forwarded to the premiers of each province, to members of Parliament, and to the mayors of every municipality in which employment offices have been established under the Employment Offices Co-ordination Act. The memorandum urged that the situation should be met to the utmost possible extent by the provision of work instead of relief. It stated, however, that if emergency measures became necessary by reason of utterly unavoidable shortage of employment, the Federal Government was willing to co-operate on the following basis: "The organization for determining where relief must go and for distributing the same shall be provided by the municipal authorities, and in each case before relief is given and as relief is continued a certificate must be obtained from the Government Employment Service, showing that the applicant cannot be given employment. The general system and details and the safeguards adopted must be approved by, or on behalf of, the Federal Government. If this is done the Federal Government is willing to contribute in places where relief on any substantial scale appears to be necessary one-third of the amount actually disbursed on this relief provided the other two-thirds is either paid by the municipality, or paid by the municipality and the province jointly." Copies of the form

## SESSIONAL PAPER No. 37

to be used in connection with the relief funds, together with a circular containing instructions as to procedure, accompanied the memorandum.

Steps along the lines suggested were immediately taken to relieve the situation in several municipalities, and during the winter as unemployment became more acute in other districts, additional municipalities applied for grants. Up to the time of writing the total amount paid to municipalities by the Dominion Government for unemployment relief was \$431,540.59.

Of this amount \$217,714.59 was paid out in Ontario, payments being made as follows: Toronto, \$179,291.53; York, \$2,444.10; Peterborough, \$1,315.73; Owen Sound, \$224.63; Etobicoke, \$814.27; Oshawa, \$911.29; Paris, \$37.78; Brantford, \$816.50; St. Catharines, \$588.10; Grantham, \$25.39; Walkerville, \$40.75; Scarborough, \$266.27; Hamilton, \$30,938.25.

In Manitoba the following disbursements were made: Winnipeg, \$57,690.19; St. James \$1,418.52; Rosser, \$358.18; total, \$59,466.89.

The amount paid to municipalities in Saskatchewan was \$19,526.16, distributed as follows: Moose Jaw, \$7,505.10; Saskatoon, \$1,480.72; Regina, \$10,540.24.

Disbursements in British Columbia totalled \$122,156.90, the following payments being made: New Westminster, \$112.30; West Kildonan, \$999.88; Burnaby, \$140; Nelson, \$150.51; Prince Rupert, \$1,936.95; Vancouver, \$108,920.14; Cumberland, \$26.21; Victoria, \$1,132.98; District of South Vancouver, \$8,737.93.

In addition \$2,176.13 was paid to the municipality of Amherst, N.S. and \$10,545.02 to the City of Montreal, P.Q.

The offices of the Employment Service also assisted in a scheme initiated by the Department of Soldiers' Civil Re-establishment for the purpose of extending relief to disabled soldiers unable to secure employment. This scheme applied both to former members of the forces pensioned for a disability and to members vocationally trained under the Department of Soldiers' Civil Re-establishment. Regulations under the Order-in-Council authorizing this relief (P. C. 43 of January 10, 1921), required each applicant for relief in all towns in which a Government employment office was operating to obtain a certificate from the employment office stating that no suitable employment was available. In certain districts in which the Department of Soldiers' Civil Re-establishment had no offices in operation, a co-operative arrangement was entered into with offices of the Employment Service by which the representative of the department engaged in carrying out this scheme of relief was given accommodation in the local office of the service.

## JOB ANALYSIS

At the first meeting of the Employment Service Council of Canada in May, 1919, it was recommended that the Department of Labour should furnish each province with a job analysis, giving the description of each occupation with a code word or number for each, the qualifications and training necessary and also the disabilities which would permit employment in the occupation without serious handicap. Owing to the pressure of organization work the Employment Service was unable to give immediate attention to this recommendation. Early in 1920, however, the study of methods of job analysis and experience in this work elsewhere was begun and an outline of procedure was completed in July. At the second meeting of the Employment Service Council held in September, 1920, the report of the committee on administration and technique commented favourably upon the progress which had been made and urged that a complete report on the subject should be issued as soon as possible. In November in connection with field work on job analysis and preparatory to the compilation of data for job specifications a "suggested form of job analysis" was prepared. This was followed by the drafting of job specifications for domestic workers, copies of which have been forwarded to the various employment officers in the service, which deal with women workers in order that they may offer suggestions or criticisms if

desired. In line with the recommendations of the Employment Service Council, descriptions of occupations in the mining and lumbering industries have been prepared and those covering the printing trades are in course of preparation. The latter are being undertaken in conjunction with the Technical Education Branch of the Department of Labour.

#### COMMERCIAL EMPLOYMENT OFFICES

At the first meeting of the Employment Service Council of Canada, the opinion was expressed that commercial employment agencies were retarding rather than promoting the efficient distribution of labour and that full benefits could not be derived from the Government system of employment offices while private agencies continued to exist. The council recommended, therefore, that effort should be directed to the elimination of private employment agencies as soon as the laws of the respective Provincial Governments permitted. Several of the provinces acted on this recommendation during the fiscal year ending March 31, 1920. Legislation abolishing commercial employment agencies was brought into effect in Manitoba and Saskatchewan in June and in Alberta in November, 1919. In the province of Ontario, legislation was passed at the 1919 session of the legislature by which the number of commercial employment agencies in the province was greatly reduced.

Further progress in the elimination of private employment agencies was made during the fiscal year under review. Legislation prohibiting the operation of fee-charging employment agencies was put into effect in British Columbia on July 1 and in Nova Scotia on October 1, 1920. Further legislation on this subject was enacted in British Columbia in March, 1921. The two special features of this recent law are, that private agencies placing public school teachers are definitely brought within the scope of the act and that all private employment offices acting as hiring agencies for employers shall be required to furnish to the general superintendent of the province complete records of their transactions.

The province of Quebec has enacted legislation for the abolition of commercial employment agencies, which empowers the Lieutenant-Governor in Council to order the closing of all employment bureaus kept or controlled by individuals, companies or other persons in such places as he shall specify. Under authority of this legislation, the number of licenses issued to private employment agencies in the province of Quebec has recently been somewhat reduced, and the Federal Department of Labour has been advised that several other licenses will be cancelled within a short time. Among the offices which the provincial authorities intend to close are several female registry offices. In Montreal these offices have until recently been controlled by the civic authorities, but the clause in the city charter permitting the licensing of employment agencies was struck out at the last session of the legislature, leaving the province a clear field for the management of employment bureaus. It is understood that a law will shortly be passed in the province of New Brunswick making the operation of fee-charging agencies illegal.

At the second meeting of the Employment Service Council of Canada held in September, 1920, the steps taken by various provinces since the previous meeting of the Council to close all private employment agencies within their boundaries were noted with satisfaction, and it was strongly recommended that the provinces in which private agencies still existed should take similar action as soon as practicable.

## X. REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

Prof. L. W. Gill, Director of Technical Education for Canada, reports as follows:—

### INTRODUCTION

The purpose and provisions of the Technical Education Act and the character and scope of the education or training which the Federal Government is assisting the provinces to develop, were explained in the first annual report. The growth and extent of vocational education throughout the Dominion were briefly outlined and it was predicted that the next few years would witness a decided development in the work.

The growth of the past year is indicated by the fact that the total amount earned by the provinces has increased from \$273,787.99 to \$665,167.11. Every province is now actively engaged in developing a system of vocational training and the provinces of Alberta and Ontario are already earning more than their full appropriations from the federal grant.

### EXPENDITURES FROM THE FEDERAL GRANT

The money available and the amounts earned by the various provinces for work done during the fiscal year ended March 31, 1921, are shown in table I. It will be noted that the total unexpended balance from the previous year was carried forward. Although the provinces of Alberta and Ontario earned the full available amount, returns for the last quarter of the fiscal year were not received until after the books were closed and grants for work done during the period January to March have been charged against the accounts for the current year. The federal, provincial and municipal expenditures for the school year on work coming within the scope of the Act are given in table II. The growth in the work is further indicated by the increase in the total expenditures made by the provincial governments. These figures show an increase of from \$826,990.09 to \$1,241,243.11, or 50 per cent over the previous year.

Attention is drawn to the fact that these two tables show the expenditures incurred for work done during the past fiscal year, not the actual payments made. Returns are made half yearly and payments from the federal and provincial funds are not made for several months after the work is performed, consequently payments from the federal grant cover work done during the last half of the previous year and the first half of the year reported. Payments during the fiscal year ended March 31, 1921, were \$580,635.43, and for the previous year \$196,500.49.

### VOATIONAL SCHOOLS IN THE DOMINION

The nature and extent of the work being carried on by each province is indicated by table III. The total number of schools, 262, does not represent the number of school buildings devoted exclusively to vocational education. Buildings in which both day and evening classes are conducted are counted as two separate schools, and in Ontario the commercial classes are regarded as separate schools whether conducted in the same building as the industrial classes or not. The two branches of the work have different staffs and are operated separately. Where classes under one principal are conducted in two or more buildings the group of classes is counted as one school.

The number of day schools has increased from 41 to 69 or 63.4 per cent over the previous year, and the evening schools from 127 to 193 or 52 per cent. A corresponding increase has taken place in the numbers of teachers and pupils enrolled, but for some of the provinces the figures for these columns have been compiled from incomplete returns.

#### POLICY OF THE DEPARTMENT

Owing to the different methods and systems of conducting the work in the various provinces, it has been found as yet impossible to obtain uniform reports of the work done and expenditures made. The director is endeavouring to make satisfactory arrangements with all of the provinces which will enable him to present complete figures showing the extent and nature of the work being done in every province during the same period of time.

In administering the provisions and requirements of the Technical Education Act the following policy has been adopted:—

1. To accept the work already done by each province and to co-operate with the provincial officials in developing the system of education already established. By this procedure, the work in the various provinces may be gradually unified and placed on the most efficient basis.
2. To give advice freely, but only when solicited.
3. To direct the attention of the provinces to the importance of training for citizenship as well as for employment.
4. To cultivate a spirit of good-will and mutual confidence not only between the department and the province, but also between the provinces, to the end that there may be a national co-operation in educational effort.
5. To secure through every possible agency the continued sympathy and co-operation of our industrial and labour organizations.

#### NATIONAL CONFERENCE ON TECHNICAL EDUCATION

In October, 1920, the leading representatives of the departments of education in the provinces met together in Ottawa to discuss the following questions in their relation to vocational education: (1) Teacher training, (2) Prevocational classes and vocational guidance, (3) Courses of study, (4) Text-books, (5) Condition for entrance to technical classes, (6) Length of school day, (7) Length of school year, (8) Educational reports, method of preparing, (9) General supply of teachers. The director was appointed secretary of the conference and has issued a complete report of the proceedings.\* A copy of the nine resolutions adopted is presented in appendix 1.

Following the conference seven of the nine provinces signified their willingness to co-operate in the establishment of a central teacher training institute for the Dominion, but the Federal Government considered that the additional expenditures involved were not warranted at the present time. No important developments have yet resulted from the conference, but it has helped to promote national co-operation in educational efforts.

#### APPOINTMENT OF ASSISTANT TO THE DIRECTOR

In order to properly carry out the provisions of the Act it is essential that the director should be familiar with the work in every province and that he should keep in close touch with all new developments in vocational education. This necessitates considerable travelling and much work which is not directly connected with the

\*Bulletin No. 1, Vocational Education Series. Proceedings of the First National Conference on Technical Education.

## SESSIONAL PAPER No. 37

distribution of the federal grant. It was found that the director could not alone attend to all the technical work involved, and in November, 1920, Mr. A. W. Crawford was appointed by the Civil Service Commission to assist the director.

## CHARACTER OF THE WORK BEING DONE

On his visits to the provinces the director has found that the character and quality of the work being done is not entirely satisfactory. If a reasonable standard of efficiency were demanded before payments of federal money were made, about one-half of the work which is now receiving a benefit from the grant would be excluded. The principal reason for this lack of efficiency is that none of the provinces have provided adequate training facilities for teachers. The province of New Brunswick conducts a summer school for those already engaged in the work and teachers are also given financial assistance to enable them to attend training schools in the United States; Ontario provides special lectures for those teachers who have not had previous teacher training and has planned to conduct a summer school this year; but no provision has been made for training new teachers specially for this work. The necessity for strict economy in all expenditures of public money is perhaps the chief reason for the failure of the provinces to provide adequate training for both teachers and pupils. Until more money is available for this work, it will be impossible to meet the rapidly growing demands of the public for efficient industrial, commercial and agricultural training. There is much room for improvement in both the character of the work performed and the methods of providing the desired training, but the progress and developments of the past year show that the provinces fully realize the importance of the work and are earnestly striving to develop it along efficient and practical lines.

## IMPORTANT DEVELOPMENTS DURING THE YEAR

The establishment of the Agricultural and Technical High School in Charlottetown, P.E.I., in November, 1920, marked the first step in the development of vocational education in that province. The director took an active part in the work of organizing this school and in arranging the courses of study so that both the agricultural and industrial interests would receive adequate attention.

The province of Nova Scotia has resumed its correspondence department and is preparing for extensive work among the miners of that province.

The inauguration of itinerant classes for fishermen is an important development of the work in New Brunswick. The travelling instructor is provided with a motion-picture projector, charts, engine parts and all the necessary class equipment for conducting a practical course in gas engine work, and has given valuable instruction to 265 fishermen and others along the coast.

The resignation of Mr. Macheras, Director of Technical Education for Quebec, has retarded development in that province, but two fine buildings have been erected in Three Rivers and Hull and new classes opened in six centres.

In Ontario additional evening classes have been started in thirteen centres and seven new schools have been opened during the year. By increasing the provincial legislative grants on buildings and equipment, the province has stimulated building operations and four new schools are now in various stages of construction and three others have been approved for construction. A special feature of the year's work was the organization of slack-time day classes for mechanics who were temporarily unemployed. The service rendered to local school boards by the provincial department includes comprehensive surveys of those municipalities contemplating the organization of vocational classes. Full details of these surveys are included in the annual report of the provincial director of technical education for 1920. The Adolescent

12 GEORGE V, A. 1922

School Attendance Act which comes into force in September, 1921, is expected to greatly increase attendance in all classes.

Attendance in the evening classes in Manitoba has increased nearly 100 per cent over that for the previous year. There is a growing conviction among the public of that province that compulsory part-time attendance between the ages of fourteen and sixteen is advisable and necessary.

Vocational education was started in Saskatchewan in 1919 in the Regina Collegiate Institute. During the past year three other schools have undertaken the work and are receiving grants under the provincial and federal Acts.

One of the most interesting and promising features of the work in Alberta is the prevocational and junior industrial education given in Calgary and Edmonton. Classes for students in the early adolescent period are organized to stimulate new interest and effort on the part of backward pupils and to give an insight into certain industrial and commercial fields which will enable the students, with the assistance of teachers and parents, to choose suitable vocations and more advanced courses of training.

The Provincial Institute of Technology and Art at Calgary was opened in November, 1920, and offers a variety of day, evening and correspondence courses to the young people of the rural and urban centres of the province. The aim of this institution is to co-operate with the basic industries of the province in providing suitable training for the future foremen and superintendents of the plants and mines.

During the year new school buildings have been opened in Victoria, Vancouver and New Westminster, B.C., and additional day schools have been opened in seven centres. Additional evening classes were organized in eleven places, an increase of more than 100 per cent over the previous year.

Fuller descriptions of the work being organized and developed by the various provinces are contained in the summarized reports of provincial directors which are included as part of this report. Any one desiring more complete information is referred to the annual reports of the various directors prepared for the provincial governments.

TABLE I.—Money Available and Money Earned by Provinces Under Technical Education Act, for Fiscal Year ending March 31, 1921.

Province	Annual Appropriation	Balance from Past Year	Total Amount Available	Amount Earned by Province
*British Columbia.....	\$ 48,812 58	\$ 23,938 23	\$ 72,750 81	\$ 29,093 90
Alberta.....	47,050 66	18,458 14	65,508 80	65,508 80
Saskatchewan..	58,696 90	51,029 00	109,725 90	7,027 18
*Manitoba.....	55,055 94	44,222 61	99,278 55	10,154 45
Ontario .....	259,528 10	112,632 24	372,160 34	372,160 34
Quebec.....	208,100 83	85,482 34	293,583 17	137,730 49
New Brunswick.	44,798 51	35,335 53	80,134 04	16,577 59
Nova Scotia.....	58,687 67	37,150 57	95,838 24	22,771 11
Prince Edward Island	19,268 81	17,963 35	37,232 16	4,143 25
Totals .....	800,000 00	426,212 01	1,226,212 01	665,167 11

\*Returns for British Columbia and Manitoba are complete to Dec. 31, 1920, others to March 31, 1921.

## SESSIONAL PAPER No. 37

TABLE II.—Summary of Federal and Provincial Expenditures Incurred During School Year Ending June 30, 1921.

Province	Expenditures made by Provincial Governments						Federal Grant Approved	
	Expenditures made by Local Boards			Grants to Local Boards				
	Capital Expendi- tures	Mainten- ance and Supplies	Teachers' Salaries	Administration	Teacher Training	Instruction by Corre- spondence		
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.		
*British Columbia.	79,781 17	88,484 90	4,088 64	Nil.	1,787 46	31,715 73	20,595 89	
Alberta . . . . .	173,187 01	126,432 06	7,572 66	Nil.	8,762 96	169,921 02	44,575 26	
Saskatchewan . . .	11,015 44	26,944 75	210 40	Nil.	5,032 81	13,242 35	8,910 08	
*Manitoba . . . .		46,645 39	2,186 07	Nil.	Nil.	11,635 50	6,910 93	
Ontario . . . . .	580,503 37	341,654 93	19,718 51	Nil.	Nil.	367,691 95	598,051 62	
†Quebec . . . . .	282,345 36	101,445 84	115,954 74	6,610 04	Nil.	230,359 66	308,573 52	
New Brunswick . .	2,738 82	16,764 33	8,020 40	5,955 14	†2,641 90	1,043 81	93,555 02	
Nov. Scotia . . . .	2,181 70	26,785 06	13,472 71	Nil.	1,664 19	2,151 71	14,384 88	
Prince Edward Is. .	5,796 86	6,015 67	3,613 12	500 77	Nil.	5,796 86	23,490 06	
Totals . . . . .	1,137,549 74	781,172 87	145,840 80	62,380 26	5,955 14	14,856 51	5,219 35	
						583,406 93	364,258 01	
						29,886 06	1,158,051 20	
							585,469 43	

\*British Columbia and Manitoba figures are for period April 1 to December 31, 1920.

† Provincial grants to school boards in Quebec are for all purposes. Returns from local school boards not complete.

† New Brunswick itinerant classes in gas engines are included under correspondence departments.

Note.—Expenditures by local boards include all expenditures on provincial institutions.

TABLE III.—Vocational Schools, Teachers and Pupils in Canada. School Year Ending June 30, 1921.

Province	Number of Schools			Number of Teachers			Pupils Enrolled		
	Day	Evening	Total	Day	Evening	Total	Day	Evening	Total
British Columbia	10	21	31	75	135	211	1,441	3,197	4,773
Alberta	7	21	28	72	101	175	1,860	2,069	4,149
Saskatchewan	4	4	8	55	52	107	2,250	825	1,075
Manitoba	9	4	13	47	98	145	2,173	3,592	5,765
Ontario	15	73	88	177	845	1,022	4,790	26,527	31,317
Quebec	21	20	41	133	153	286	1,078	3,933	5,011
New Brunswick	1	13	14	7	63	70	56	1,134	2,755
Nova Scotia	1	36	37	151	151	14	2,754	110	2,754
Prince Edward Island	1	1	2	7	7	4	35	145	145
<b>Totals.</b>	<b>69</b>	<b>193</b>	<b>262</b>	<b>573</b>	<b>1,605</b>	<b>4</b>	<b>2,181</b>	<b>11,683</b>	<b>44,441</b>
							<b>620</b>		<b>56,744</b>

NOTE.—Schools conducting both day and evening classes are included under both headings. Teachers engaged in both day and evening work are also shown twice. Enrolments are the maximum number reported during the year. In Ontario the commercial classes in each locality are shown as separate schools.

## SESSIONAL PAPER No. 37

## PRINCE EDWARD ISLAND

A brief summary of the work being done by the new Agricultural and Technical High School at Charlottetown, is contained in the following statement from the principal.

Under the provisions of the Technical Education Act the province of Prince Edward Island established the Agricultural and Technical School in Charlottetown in November, 1920. The Act providing for its establishment and administration is presented in appendix II. The control and management of the school are in the hands of the Commissioner of Agriculture, but the Superintendent of Education is authorized to visit and inspect it and to advise and assist those in charge. Conditions for entrance, courses of instruction, fees, terms, etc., are regulated by orders and regulations of the Lieutenant-Governor in Council. The school has been organized to meet the special needs of the province and the first six months of its operation have shown it to be well adapted to those needs.

By a special arrangement with the Federal Government a grant of two-thirds of the cost of establishing and maintaining the school is provided. One-third of the cost is borne by the province, one-third by the federal agricultural instruction grant and one-third by the grant under the Technical Education Act. Such an arrangement was rendered necessary by the fact that the institution is a combined agricultural and vocational school and therefore entitled to benefit under both of the federal grants.

Agriculture is the basic industry in Prince Edward Island. The increased use of power machinery—the car, the gas-engine, the tractor, the motor-truck—has rendered instruction in the use of these appliances imperative. The disappearance of the rural blacksmith has rendered a course in blacksmithing a necessity. Farm carpentry—the use and care of tools, the making of necessary repairs to buildings, the principles of building construction, the use of concrete—these are subjects upon which valuable instruction may be given in a vocational school of this kind.

In the new school two distinct courses are provided; first, day classes for full-time students; second, evening classes for part-time students. To the full-time students is given a course in motor mechanics, blacksmithing, farm carpentry and farm engineering, agricultural chemistry and physics, live stock and field crops. Students taking evening classes receive instruction in such subjects as English, arithmetic, motor mechanics, blacksmithing, mechanical drawing and wireless telegraphy.

The total enrolment for the first year was 145; day classes, 35, evening classes, 110.

In addition to day and evening classes short courses of three or four weeks were given during the months of January and February. The subjects stressed were motor mechanics, cheese and buttermaking, wool grading and marketing, seed selection, plant diseases, stock breeding, feeding and judging. Eighty-five students attended these courses last winter.

While there is as yet no urgent demand for instruction in engineering, machine shop practice or commercial subjects, yet it is the policy of the school to establish courses and provide instruction whenever the need arises, provided only that such instruction comes within the scope of the technical education requirements.

## NOVA SCOTIA

The character of the work being carried on in the province of Nova Scotia is indicated by the following extracts from the annual report of the Provincial Director of Technical Education, for the year ended July 31, 1920.

## SCHOOL OF NAVIGATION

This school, which is run in conjunction with the Department of Marine in Ottawa, continued to render satisfactory service. With the decline in activity in the

12 GEORGE V, A. 1922

mercantile marine the world over and the reduction in freight rates, the number of men seeking instruction for marine certificates was proportionately lowered. At the same time the appearance of the Canadian Government steamship service offered opportunities for Canadian sailors that had never existed before. With the higher standard of scholarship and knowledge enforced by the British Board of Trade for certificated positions in the merchant marine after the war, it was felt that the Canadian Government would also increase their requirements. If this change takes place, it may be necessary to add to the instructing staff in the Halifax Navigation School, because it is manifestly impossible for a single teacher to handle a diversified list of subjects such as arithmetic, algebra, trigonometry, spherical trigonometry, seamanship, astronomy, navigation, elementary physics and chemistry, shipbuilding construction, and mechanics. During the year twenty men secured certificates in Government examinations.

#### COMMERCIAL SPANISH

The Royal Bank of Canada, the Bank of Nova Scotia, the Canadian Bank of Commerce, and the Halifax Board of Trade combined to guarantee the salary of a professor of commercial Spanish for a period of three years. Extension classes were arranged for bank clerks, business men, clerks, stenographers, etc., and over 100 students were enrolled in this subject alone.

Classes were also organized at Dalhousie University and the Halifax County Academy. The pupils made extraordinarily rapid progress and some of the employees of the banks were proficient enough at the end of seven months to take positions of responsibility in Spanish-American countries. The Canadian banking institutions which participated in establishing this chair of Spanish have given a large number of business men and their employees the opportunity to become proficient in this language so that they could materially assist in developing our Canadian commerce with the West Indies and South America.

#### SHORT COURSES

The large numbers of returned soldiers who were being trained at the college for various occupations taxed the facilities of the institution to such a great extent that the short courses, which had proved of such great value in previous years, had to be omitted from the regular programme of work.

#### SECONDARY TECHNICAL SCHOOLS

This year saw the actual functioning of assistance from the federal treasury to the provinces for secondary technical education under the Dominion Act for the Promotion of Technical Education passed by the Dominion Parliament on July 7, 1919. The Dominion Government reimbursed the province for one-half of the amount it had expended on technical education, except for those moneys spent for training of a college or university grade. This will assist the province materially to realize cherished plans for extending vocational education into new lines of work which had not been undertaken previously because of lack of funds.

The seriousness of the inadequate supply of well-trained vocational teachers is more apparent than the crying need of regular teachers for the public schools. It is almost impossible for the province alone to provide teacher-training facilities for vocational education, yet the work cannot be made broader or more effective until some provision is made for this purpose. It is clearly evident that Nova Scotia must co-operate with some or all of the other provinces to establish an adequate teacher-training institution before many further radical developments can be undertaken.

## SESSIONAL PAPER No. 37

## INDUSTRIAL CONTINUATION SCHOOLS.

The Evening Technical Schools are of the type generally known as industrial continuation schools, and the classes offered are held for the most part in the evening. For purposes of administration the schools are classified under two heads, viz.: (a) Coal Mining and Engineering Schools and (b) Evening Technical Schools.

The first class of school ministers to those in coal mining communities who desire to prepare themselves for Government certificates of competency necessary in order to hold responsible positions in collieries as officials or stationary engineers. The second class offers advantages of technical instruction to those in industrial communities who wish to increase their knowledge and efficiency in business industry, or in the home.

## COAL MINING AND ENGINEERING SCHOOLS.

It is a pleasure to chronicle a decided increase in the number of schools and the number of students in this division of secondary technical education. The attendance has not yet come back to the pre-war level, but there are definite signs that the men who are connected with coal production are again seeking vocational education in order to advance themselves. The operating companies are trying to get men for official positions who have a more complete and thorough technical training in order to meet the increasingly difficult problems arising with deeper mining, submarine operations etc.

## EVENING TECHNICAL SCHOOLS.

These schools consist of groups of evening technical classes in the principal industrial communities arranged to suit the needs of the workers in the dominant industries. The local school boards agree to furnish rooms, heat, light, janitor care and one-half of the cost of the instruction staff, while the province undertakes the other half of the cost of teachers, and provides the special equipment needed. Two new centres applied for organized technical classes, viz.: Westville and Kentville.

In the regular evening classes the following courses were offered, the work in each centre varying with the size and dominant industries of the town or city:—

Practical arithmetic	Direct current machinery
Business English	Alternating current machinery
Practical algebra and geometry	Gasoline engines
Book-keeping	Automobile running and repairing
Stenography	Elements of chemistry
Typewriting	Technical chemical analysis
Mechanical drawing	Metallurgical chemistry
Machine drawing	Dressmaking
Machine design	Skirt making
Architectural drawing	Garment making
Building construction drawing	Millinery
Architectural design	Cooking
Building construction estimating	Home economy
Car building design	French conversation
Structural steel drafting	French composition
Elements of electricity	

*Prizes.*—In order to promote the efficiency of the classes and to stimulate individual effort, a certificate of merit was awarded to the person in each class who made the most progress during the year. In Halifax, the Board of Trade offered \$250 in cash prizes, which was divided up and awarded on the same basis. This generous action on the part of the business men and manufacturers had a notable effect in producing a keen competition among the classes in Halifax.

12 GEORGE V, A. 1922

## ADVISORY BOARDS AND STAFFS.

In each community where the evening technical schools are held, there is a committee of business men and manufacturers who co-operate with the school board and the Department of Technical Education in the general conduct of the school. The advice and co-operation of these men have been invaluable in the success of these schools and in securing the attendance of employees in evening classes, and in working out the details of the actual instruction offered so that it would be vital and practical to the large variety of students who were striving to improve themselves.

## NEW BRUNSWICK

The first school to operate under the New Brunswick Vocational Act, 1918, opened its doors in October, 1919. The following extracts from the second annual report of the New Brunswick Vocational Education Board covers the work done from that time to October 31, 1920. Much of the work of this year was referred to in a previous report written at the end of 1919.

It will be noted that the main development has taken place in evening vocational schools. This is because these utilize the spare time of existing school plants and the leisure of the people. This means economy; and because it gives technical knowledge to the workers which they can immediately put into practice, it is regarded as a most efficient form of vocational training. The night school is capable of great development. Complete high school and even university courses are now being given in the evenings elsewhere.

Day vocational schools are much needed, and there is evidence that these will be developed in several cities and towns as departments of the present high schools. The lack of teachers and the expense entailed will make growth slow in this connection. The generous Government aid and the teacher training policies will doubtless induce development eventually, however. Just now building programmes are everywhere being delayed in the hope that costs will recede.

Much of the work in the initiation of any movement must partake of the nature of organization and propaganda; the real results of which do not appear till later. The first year's work under the Vocational Act, however, shows substantial progress. The evening school has already become quite general, and one successful day school has been established.

## DAY SCHOOLS

Woodstock and Carleton County have the honour of establishing the first day vocational school in New Brunswick. It was the only one in operation during the year. This institution is really three schools, as it carries on separate courses in agriculture, commercial work, and home economics. Each course demands the full time of the students enrolled therein.

The Carleton County Vocational School is maintained jointly by the town of Woodstock and the county of Carleton on a fifty-fifty basis. Its day enrolment, first year, was fifty-two. It represents a type of institution which in method of support, plan of organization, and general objective may be copied with profit in other counties of the province.

While ten New Brunswick communities adopted the Vocational Act in 1920, three of these failed to get classes in actual operation for lack of accommodation, teachers, etc. The committees of seven school boards, however, carried out very successful programmes in the following places: Fredericton, St. John, Chatham, Newcastle, Woodstock, Milltown and McAdam. Teachers employed in the evening schools are persons living in the community where the work is carried on, who possess an expert practical knowledge of the subject handled.

## SESSIONAL PAPER No. 37

The object of the evening vocational school is to give adults an opportunity to procure training which they had no chance to get earlier, and which will help them in their daily employment. A good beginning has been made and the outlook is that evening classes will be widely adopted throughout the province within the next few years. The great difficulty in the smaller places is to procure suitable teachers. The supply of these, however, and the effectiveness of the courses will increase as the movement grows.

## ITINERANT SCHOOLS

There are many people engaged in the fishing industry of this province. The gas engine has revolutionized the fisherman's job of the past decade and a half. Countless new problems of science and mechanics now confront him for solution. If he is less at the mercy of winds and calm, he has become dependent upon an intricate machine for locomotion. To assist him and others using the gas-engine in their work with this new problem, the Vocational Board engaged Mr. A. H. Whitman, B.Sc., a technical expert, to conduct short courses in small communities along the coast and inland during the spring and early summer of 1920.

Mr. Whitman was supplied with a light moving-picture machine, films, charts, engine parts, etc. This equipment he carried into eleven of the communities of the province and conducted short intensive three-day courses, on the principles, operation and repair of the various types of gas-engines. He organized and carried out this service in Grand Harbour, Woodard's Cove, North Head, Seal Cove, Martsville, Stanley, Bayfield, Port Elgin, Shediae, Buctouche and Rexton. In all, 265 men received instruction.

This is a branch of vocational work for which the need is new and insistent. With the almost universal use of the motor-car and the rapid spread of truck and tractor, it will soon be necessary for the majority of our people to have at least some knowledge of the gas-engine. It is therefore proposed to extend and develop vocational courses in this field.

## TEACHER TRAINING

The greatest single need in the development of vocational education not only in this province, but throughout Canada, is an adequate supply of competent teachers.

As will be noted in the report of the Ottawa National Conference on Technical Education, an effort is being made by the provinces to co-operate in the establishment of a central teacher training institution. New Brunswick has already officially agreed to enter upon this undertaking.

In addition to technical knowledge and skill, the vocational teacher must possess professional knowledge and ability to teach. Those who are now qualified technically and practically will be professionally prepared at the central institution. They will probably have to be paid while taking courses. New York State gives scholarships of \$2,000 each, to a certain number of selected workers from the trades to enable them to prepare to teach in vocational schools.

The New Brunswick Vocational Board now has a policy of training teachers by subsidizing selected ones to study abroad, and through its annual summer school which was held at Woodstock this year from July 6 to August 5.

## SUMMARY OF ACCOMPLISHMENTS

During the first year's operation the New Brunswick Vocational Act has provided a day vocational service in one county, evening schools in seven communities, and short gas-engine courses in eleven other districts. Definite day courses have been taken by fifty-two pupils. Evening and short courses have been completed by 1,699 men and women.

12 GEORGE V, A. 1922

Seventy teachers have been employed, eighty-one prospective vocational teachers have been given an intensive summer course, and fifteen have been assisted to take more extensive courses abroad.

It is evident therefore that if as much new ground can be broken annually during succeeding years, vocational training will soon cover the province.

#### PROSPECTIVE RESULTS

Education is always a slow process. The main returns for the expenditure of money and energy in vocational education during 1920 have not yet had time to appear, and will not fully emerge for years.

In the establishment of any service many expenditures must be made which will not soon recur. For example, equipment now paid for will do duty for ten or more years. In the development of vocational education much time and money will be consumed in preparing qualified teachers, which we must have in order to finally succeed.

Then there is the difficulty always attendant upon introducing new ideas. The prejudice against change, and the inertia of the public must be overcome in order to secure progress. For example, the board is anxious that day vocational schools be established. Only one is open so far. Others, however, will open sooner or later as the result of organization and propaganda work already done. In fact, notwithstanding bad financial conditions, and high costs, one, and possibly two or three additional day schools will open next year. Night schools are sure to develop.

The movement is really on the march, and the board hopes soon to be able to utilize additional agencies to make the service universally effective throughout the province.

#### QUEBEC

In March, 1921, Mr. A. Macheras, former Director of Technical Education for Quebec, left Canada to assume his new duties as Inspector of Technical Services to the Ministry of Pensions, Paris, France. The vacancy has not yet been filled and consequently no progress report has been received from this province.

The work in Quebec is steadily growing along sound practical lines. A very complete new school has been opened at Three Rivers and a splendid building is nearing completion at Hull. Technical schools are now in operation in Quebec, Montreal, Three Rivers, Sherbrooke, Beauceville, and Shawinigan Falls. All of these schools are growing and it is expected that new schools will be erected at other centres in the near future. The Montreal Technical Institute and the school for higher commercial studies in the same city, also show increased enrolments over last year.

In all of these schools provision is made for instruction in both French and English. The vocational training provided in the evening classes includes such subjects as mechanical drafting, wood-working, electrical work, automobile repairing, foundry work, sheet metal work, machine shop practice, stationary engineering and general construction work. Regular four-year day technical courses, including instruction in academic and related subjects, are provided for adolescents. The pupils are grouped according to the trades or occupations which they intend to follow, such as: foundry work, machine shop, woodworking, automobile work, electrical work, etc. Special day classes for those engaged in the various industries are also provided as required.

The work conducted in the school for higher commercial studies in Montreal includes preparation for the diploma of licentiate in commercial sciences and training for expert accountants. The school is equipped with a splendid library and a growing museum containing, among other useful collections, approximately five thousand samples of various kinds of raw materials. Students in this school are taken on

## SESSIONAL PAPER No. 37

visits to the principal industrial and commercial establishments of the city in order to study the methods of production and distribution and become familiar with actual working conditions.

During the year the Council of Arts and Manufacturing conducted day and evening classes in fifteen localities—an increase of five schools over the preceding year. These classes had a total enrolment of over 2,500 pupils, an increase of 27 per cent over last year. They provided instruction in the following subjects: commercial design, drafting, modelling, painting, music, woodworking, plumbing, millinery, sewing, tailoring and telegraphy. The character of this work is purely vocational and is recognized as such by both the Provincial and Federal Governments.

## ONTARIO

The report of Director of Technical Education for Ontario covers the year ended June 30, 1921. The following summary of the report outlines the principal developments and shows the growth of the work during the year.

## PROGRESS DURING THE YEAR

The advance made in organization of vocational instruction has been very gratifying. Evening schools were organized in thirteen new centres in the academic year 1919-20. In the autumn of 1920 new schools were opened at Barrie, Fairbank, South Porcupine, Preston, Espanola, High Falls, and Kenora. The enrolment of students and the interest of the public in the new schools give promise of permanent service. Evening classes are now being conducted successfully in fifty-eight centres. The total enrolment shows an increase over last year of from 16,733 to 26,527, or 55.5 per cent. The enrolment in the day industrial classes was 1,234, practically the same as for the last year. There was an increase of over 7 per cent in the number of girls, but the figures for the boys show a decrease of over 2 per cent. The increase of boys and men in the evening classes was 85 per cent.

The growth during the year is shown also by the remarkable increase in the amounts spent on the promotion of industrial and technical education. The total receipts of the province for the purpose of technical education amounted to \$1,504,968.95, an increase of 80.85 per cent over last year. The total expenditures amounting to \$1,362,570.35, show an increase of 106.74 per cent. The large balance indicated is accounted for by the fact that the financial statements are for the calendar year, while the expenditures are completed at the end of the school year.

## LEGISLATIVE GRANTS

Grants are paid to the local boards according to the following scheme:—

(1) *Salaries*.—A grant calculated as follows: 75 per cent of the expenditures on salaries up to and including \$2,000, and the following percentages of all expenditures on salaries above that amount; 66½ per cent of the expenditure above \$2,000, and up to and including \$5,000; 50 per cent of the expenditure above \$5,000, and up to and including \$10,000; 33½ per cent of the expenditure above \$10,000, and up to and including \$15,000; 25 per cent of the expenditure above \$15,000.

(2) *Equipment*.—Fifty per cent of the cost of equipment specially provided in any one year for evening or day Industrial, Technical or Art Schools and approved by the Minister.

(3) *Buildings*.—Fifty per cent of the cost of buildings especially constructed for day or evening Industrial, Technical or Art Schools and approved by the Minister.

(4) *Equipment and Buildings in the Districts*.—The yearly grant provided in (2) and (3) is 75 per cent in each case.

This scheme of paying grants affords substantial aid to local municipalities in erecting and equipping special industrial, technical and art schools. The year 1920 is the first full calendar year in which this scheme has been in force. The effect of the grants on capital expenditure in stimulating local school authorities to provide vocational education is seen in the large grants on equipment and on buildings earned during the year. (See table II.)

#### BUILDING OPERATIONS

As has been pointed out in previous reports, the extension of day and evening vocational work in the province has been limited by the lack of suitable buildings and equipment. To remove this obstacle the department, in reconstructing the scheme of grants when the Dominion funds became available for vocational education, provided for liberal assistance to municipalities that would undertake to provide satisfactory accommodation for vocational classes. Assistance is given in accordance with an agreement made between the municipality and the Minister of Education, in which the municipality promises on its part to promote diligently the work of vocational education, to endeavour to use the building or portion of the building set aside for vocational education to its fullest capacity, and to provide such management, teaching staff and equipment as meet the approval of the minister.

The liberal grants available under such agreements have had a marked effect in stimulating building operations during the year. Niagara Falls has completed a building, erected on the grounds of the Collegiate Institute, for vocational education. The building has two stories, without basement. It provides for classrooms, a wood-working shop, a machine shop, a mechanics' laboratory, and electrical laboratory, a draughting room, a cooking laboratory, and a dressmaking room. A special feature is the electrical laboratory, which has been designed to provide accommodation and equipment for training the numerous electrical workers in the district in the management and maintenance of equipment used for the generation and transmission of electrical energy. The building was occupied in January, 1921.

In Sudbury the new Technical School building has been completed. This building has three stories, without basement, and is of reinforced concrete and brick construction. It is specially designed for teaching mining classes and is generously provided with the necessary laboratories, shop and milling rooms for efficient instruction in both day and evening classes in the mining and related industries. This building will be equipped, ready for occupancy, in September, 1921.

The erection of the new Technical School wing of the Fort William Collegiate Institute has proceeded rapidly, and the building will be ready for use in September, 1921. It is of reinforced concrete and brick, of the same design as the new Collegiate Institute wing recently erected, and is provided with shops and a specially-designed electrical laboratory.

A new building for the Ontario College of Art has been erected by the Ontario Government, under the Industrial Education Act, on a site adjacent to the Art Gallery. In this new building the College of Art will have greatly improved facilities for carrying on its work, and particularly that directly related to industrial design and applied art.

A referendum on the question of co-operation in the building of a technical school was carried by large majorities in Windsor and Walkerville. The necessary legislation has been secured and a joint board or commission formed to push forward the project. The referendum approved a proposal for a building costing approximately \$500,000.

The Advisory Industrial Committee of the Board of Education of Toronto has submitted and received approval of plans for a new branch technical school in the east end of the city. The committee of the Hamilton Board has also submitted and

## SESSIONAL PAPER No. 37

received approval of plans for the erection of the main building of the Hamilton Technical School.

## INTERESTING FEATURES IN THE EXTENSION OF THE WORK

The reports of the organizers of their visits of organization or inspection furnish many interesting illustrations of the importance of the work and of the means taken to extend it. For example, the report on Sudbury instances the case of a young man who had attended the 1919-20 classes in mathematics in Sudbury and was transferred during the summer to High Falls. Appreciating the value of the instruction received in the class and desiring to continue his study, he personally organized a class among the men in the power plant at High Falls. This class, thirteen in number, included all the men in the plant. This class was reported to the Department of Education and was placed under the charge of the Sudbury Advisory Industrial Committee.

A novel feature of the evening class work in connection with commercial classes in Fort William during the season 1920-21 is a course of lectures on modern business given by the leading business men of the city. These lectures are free and no enrolment is required of the persons attending them. Each of the lectures has been attended by about seventy persons, including not only prominent business men but juniors from the banks, offices and shops.

It is stated by persons who attended the lectures that they are interesting, practical and instructive. The success of this feature of the Fort William evening class work suggests that such a course of lectures might be organized in other centres, not only on commercial subjects, but on industrial or other vocational subjects. A course of lectures on modern industry, for managers, superintendents, foremen and men, might include such subjects as the following: shop management, employment management, raw materials, transportation, exchange, markets, group insurance, Compensation Act, Factory Acts, industrial relations, adolescents in factories and in schools.

Another special feature of the year's work has been the applications from unemployed persons for instruction in slack-time day classes. In several of the technical schools—Hamilton, London, Ottawa—arrangements have been made for the admission of such applicants and for providing the instruction desired.

## THE APPOINTMENT OF AN ORGANIZER FOR GIRLS' AND WOMEN'S WORK

The increasing demands for instruction made it advisable to appoint an officer to take charge of the organization of the home-making and the trade and industrial classes for girls and women. Miss Elsie I. McKim, who has had a thorough training and wide experience in all branches of the work, was given charge of this department. She entered upon her duties in September and has visited most of the schools. She has been of great assistance to the principals and teachers in organizing their courses and in improving the methods of instruction.

## PREPARATION FOR THE OPERATION OF THE ADOLESCENT SCHOOL ATTENDANCE ACT

School boards have been seriously considering the preparations which should be made for the operation of the Adolescent School Attendance Act. The necessity for offering a variety of courses to meet the needs of those who will be required, by the terms of the Act, to remain in school<sup>1</sup> under either part-time or full-time instruction, is presenting many new problems.

Advisory committees are concerned with providing the courses and the accommodations for those who will desire to take vocational as well as academic instruction. These committees in a number of cities have asked for assistance from the Department of Education in ascertaining their needs and in forming plans to meet them.

In most cases the assistance asked for could not be given until certain facts bearing upon local situations were ascertained. To obtain these facts surveys have been made in a number of centres by officers of the department.

#### \*INDUSTRIAL EDUCATION SURVEYS

The following surveys were made during the year: The border cities (Ford, Walkerville, Windsor, Sandwich, Ojibway), and St. Thomas, by Dr. J. C. Miller; Galt, Guelph, Peterborough, Timmins, St. Catharines and Belleville, by Dr. Miller and F. S. Rutherford; Fort William, Chatham and Kenora, by F. P. Gavin; Brantford, by Dr. Miller and F. P. Gavin.

The information required in most cases relates to the following questions:—

(1) Is the need for vocational education in the community concerned sufficient to justify the establishment of a day vocational school, under the provisions of the Industrial Education Act?

(2) If established, what should be the range of work undertaken by such a school?

(3) What accommodation should be provided and within what general area should such a school be located?

The making of these surveys was greatly facilitated by the co-operation of the local organizations representing employers and employees, the municipal officials, the members of the school boards and advisory industrial committees, the school principals and inspectors. The individual employers and their executive officers were invariably willing to give the information desired, to show the agents of the department through their plants, and to discuss with them in a helpful fashion the ways in which the preparatory and supplementary training which can be given in a vocational school would be of value to the industries.

In general, the information required to answer the questions proposed includes the following:—

(1) Adolescents attending school classified as to age and grade.

(2) Adolescents not attending school—estimated as closely as available data permitted.

(3) General employment classification—industrial and commercial.

(4) Employment classification of girls and women.

(5) Employment classification of adolescents.

(6) Growth and distribution of population and schools.

(7) Lines of traffic—streets and street cars, etc.

(8) Financial status of municipality—assessment, tax rate, indebtedness.

(9) Best judgment of those engaged in industrial and commercial work regarding (a) the most suitable preparatory training before employment, and (b) the most suitable supplementary training during employment.

(10) Preliminary information regarding the operative and manipulative skills and the relative knowledge required for successful participation in the various occupations.

#### NUMBER OF ADOLESCENTS FOR WHOM INSTRUCTION MUST BE PROVIDED

School boards are particularly interested at the present time in obtaining information regarding the number of pupils for whom full time and part time instruction must be provided under Section 3 of the Adolescent School Attendance Act. Calculations have been made from actuarial tables and the returns of the Dominion Census, and the results have been compared carefully with the information obtained in the

\*The report on the Peterborough survey is included in the provincial director's report to the Minister of Education.

## SESSIONAL PAPER No. 37

surveys made by the officers of the department. The general conclusion is that adolescents between fourteen and sixteen years of age constitute about 3.5 per cent of the population in urban centres, and that of the total number of adolescents within these age limits, from 50 to 60 per cent are already in attendance at school. While the numbers may vary in different municipalities, the figures are sufficiently accurate to give boards a fair idea of the number of pupils to be provided for under a strict enforcement of the Act.

## SUMMER SCHOOL FOR TEACHERS OF VOCATIONAL SUBJECTS

Arrangements have been made for conducting summer school classes from July 1 to August 5 for teachers of trade or vocational subjects, who have not had any teacher-training. At present many of these hold only Temporary Certificates. All teachers holding only Temporary Certificates will be required to qualify for Interim Certificates not later than September, 1924. Such Interim Certificates will be granted to all teachers who complete the prescribed work and pass the examination tests of two summer sessions.

The courses of study to be taken by all the students are:—

- “Aims of Education.”
- “General Methods.”
- “Principles of Teaching.”
- “Lesson Plans.”

In addition to this work the students will be organized into trade groups for preparation of “Courses of Study” and conferences relating to the particular subject they teach.

Travelling expenses and a living allowance of \$1.25 per diem will be paid to the teachers finishing the course, provided they are teaching in one of the vocational schools of Ontario.

## MANITOBA

The following statement from the Director of Technical Education for Manitoba covers the period from March 31, to December 30, 1920.

Technical education in Manitoba has had continued development in both day and evening classes. In the day classes work has been given in the commercial course, practical arts course for boys, practical arts course for girls and part-time courses in printing.

The greatest progress, however, has been made in the evening classes. In the Winnipeg evening schools the attendance has jumped from one thousand eight hundred and eighty-eight in 1919 to three thousand five hundred and seventy-one in 1920, showing a gain of nearly one hundred per cent in attendance. Courses were given in blacksmithing, tool smithing, machine shop, electrical engineering, practical mathematics, electrical license, electrical salesman, armature winding, magnetism, wireless, automobile electricity, telegraphy, mechanical drawing, elementary woodwork, advanced woodwork, carpentry, wood-turning, pattern-making, architectural drawing, machine drawing, design, sign-writing, printing, estimating, civil service, building construction, tinsmithing, book-keeping, stenography, advanced stenography, typewriting shorthand (Russell, Greig and Pitman), English, arithmetic, dressmaking, domestic science, plain sewing, millinery and advanced housekeeping, and in practically all cases an exceptionally high average attendance was maintained throughout the year.

Evening courses in drawing and mathematics were introduced and successfully conducted in Transcona. Selkirk has installed an excellent equipment for home economics for women and woodwork for the men with the intention of carrying on

12 GEORGE V. A. 1922

evening as well as day classes. Teulon, Balmoral and Gunton have introduced home economics and woodwork into their schools and employ a homemaking expert on a circuit basis. Courses in woodworking and agriculture are carried on in a similar manner. In Brandon home economics and commercial courses have been carried on as usual and the same amount of time has been devoted to home economics in Virden, Dauphin and Stonewall. Portage la Prairie has engaged teachers of home economics and woodworking for the coming year and will install equipment suitable for day and evening work immediately.

Part-time education is receiving serious consideration in public opinion and the feeling is growing that compulsory part-time attendance between the ages of fourteen and sixteen is advisable and necessary.

### SASKATCHEWAN.

Vocational education in Saskatchewan has not been sufficiently developed to require the services of a director. As there are few manufacturing industries in the province, the problem of the urban centres is not one of training artisans, but rather one of providing suitable instruction which will retain the interest of adolescents after they leave the elementary public schools.

Day vocational schools are now being operated in Regina, Weyburn, Moose Jaw and Yorkton. The vocational work in these schools is principally commercial subjects, home economics, and woodworking, although in Regina additional classes are provided in metal working, drafting, motor mechanics and tractor work.

Evening classes are conducted in each of the schools and courses are provided in the following subjects: business English, applied mathematics, physics, applied chemistry, commercial subjects, higher accountancy, painting and showcard writing, drafting, carpentry, machine shop practice, motor mechanics, electrical work, plumbing, domestic science, dietetics, dressmaking and millinery.

Reports have not been received giving the attendance in the different schools and classes, but the rapid growth of the work in this province along the lines indicated is evident when it is stated that last year's report showed only one day school and no evening classes.

### ALBERTA.

The progress and development of vocational education in the province of Alberta for the year ended June 30, 1921 are outlined in the following summarized report of the Provincial Director of Technical Education.

During the year 1920-21 vocational instruction was given in twenty-one centres in the province. The cities provided day as well as evening instruction and extended the work considerably. Courses in cookery, millinery, dressmaking and sheet-metal pattern drafting were organized in Calgary, in addition to the work given the previous year in the evening classes. In Edmonton a class in steam engineering was organized for the first time. All of the work given the previous year was continued. In Lethbridge a considerable development took place. The new work undertaken included motor mechanics, mining science and steam engineering. The volume of work was increased in all these cities.

There was the same number of centres carrying on night classes for miners. The organization of courses for steam engineers was followed by the opening of classes in steam engineering in five of the larger centres in the province. Motor engineering was undertaken in seven centres. Four of these classes were organized in the larger towns and the enrolment included near-by farmers who are operating tractors.

## SESSIONAL PAPER No. 37

## PREVOCATIONAL AND JUNIOR INDUSTRIAL EDUCATION.

The cities of Calgary and Edmonton have established prevocational courses of study. The work is carried on in the Victoria Prevocational School in Calgary and as a department of the Technical School in Edmonton. The pupils in attendance at these courses in the two cities are enrolled from grades 7 and 8. A course equivalent to grade 9 is given also at the school in Calgary. Half of the school day is devoted to academic studies and half to practical work in industrial and home economics subjects. Commercial work in shorthand and typewriting is also given at the Calgary school. In both schools the enrolment has grown rapidly, and further accommodation and expansion are an immediate necessity, in order that all desiring to take advantage of this new and successful method of education may do so.

To the course as given in Edmonton only pupils who have reached the age of fifteen years or over are admitted. The main purpose, as indicated by a standard of grade 7 and an age of fifteen years or over, is to reach and especially benefit the boy or girl who has fallen behind in the ordinary school work. These students are initiated into a programme of work richer in industrial and manipulative material than that in the regular school. The new experience stimulates them to new interest and effort with the result that a fresh start is made at school tasks. The new work gives the boy or girl an insight into and experience in certain industrial and commercial fields which have both a cultural and economic value in the business world and for this reason appeals to both parents and children as strong grounds for better and longer school attendance.

The subjects of study covering two years' work are as follows in Edmonton:—

*Academic.*

English  
Arithmetic  
History and civics  
Geography  
Penmanship  
Art  
Science

*Practical.*

Mechanical drawing  
Woodwork  
Printing  
Machine shop practice  
Household arts  
Household science

In the Prevocational School at Calgary the pupils are admitted at grade 7 irrespective of age.

The academic subjects are those given above.

The practical subjects are as follows: woodwork, forgework, sheet-metal work, leather work, printing, household science, household arts, shorthand, typewriting.

The list of practical subjects is greater than in the Edmonton prevocational course since the main purpose is different. The avowed intention of the course is not to help retarded pupils mainly, but to allow them to try out courses of study and to enable them through knowledge and sampling of courses to make a more intelligent selection of some gainful occupation suited to their tastes and capacities. These courses enable a student to find out what he likes and also what he dislikes. The enrolment of students when grade 7 is reached irrespective of age permits students to undertake a kind of school work which appeals more strongly to them, and undoubtedly this plan will prevent the retardation which takes place so often between the ages of 12 to 15 years.

The effects upon the students are similar in both schools since the fundamental conditions are so similar. The teachers are of the same type, the programme in both cases gives half time to practical subjects, and a useful product is made.

The pupils make good progress in their ordinary studies and they finish the course with a training in drafting and shopwork which is of economic value in making a start in life. Those who complete the printing course in Calgary school

12 GEORGE V, A. 1922

are given one year's credit on their apprenticeship. All the boys have gained a good knowledge of drafting, which is the universal language of the artisan, and this knowledge will be of value to them in reading blue prints, and in estimating quantities should they decide to enter the building trades or become contractors. The courses given to the girls have a commercial, homemaking, and also a trade-preparatory value.

Both of these special school courses accomplish the following good results: They stimulate the pupils to renewed energy, very often upon the regular school subjects. They retain longer in school, pupils who have found school tasks irksome. They assist pupils to make a more intelligent choice of a vocation. They offer useful training, preparatory to entrance upon homemaking or industrial and commercial employment. They provide the foundation work for higher academic and particularly higher technical and vocational instruction.

#### THE EDMONTON TECHNICAL SCHOOL

The two main functions of this school are the preparation of students for entrance into the faculties of engineering and home economies at the university, and for entrance into industrial life with an adequate training for a larger field of usefulness. Another important function of the school is dealt with under the heading "Prevocational Education."

The courses offered are well balanced and ensure a sound education in English, mathematics, science, history, civics and geography, and, in addition, a good basic training of a vocational character in wood, metal and power for the boys, and in homemaking and industrial work for the girls.

#### PROVINCIAL INSTITUTE OF TECHNOLOGY AND ART

This branch of the activities of the Department of Education was first organized in 1916 by the establishment at Calgary of the Provincial Institute of Technology and Art in the Colonel Walker School. As the most pressing need at the time was the retraining of soldiers, the buildings and equipment were transferred to the Federal Government for that purpose.

On October 1, 1920, the property was returned to the province, together with all the new equipment which had been purchased by the Department of Soldiers' Civil Re-establishment. This equipment is in use at the present time and is valued at \$100,000. The department, on reassuming control, immediately appointed a staff of specialists, organized the various courses and opened the first classes on November 8, 1920, with an initial enrolment of 279. The total enrolment for the year was as follows:—

Day classes.. . . . .	189
Correspondence classes.. . . . .	220
Evening classes.. . . . .	227
<b>Total.. . . . .</b>	<b>636</b>

The students, with the exception of those in the evening classes, were mostly from the rural districts of the province.

*The Day's Programme.*—One aim of the institute is practical co-operation with the basic industries of the province. For this reason the courses are as practical as is possible in an educational institution. Special attention is given to the shop-work instruction. The school day is six hours and at least half of each day is spent at shop-work, and this shop period is devoted entirely to practical work. The remainder of the day is devoted to science, theory and academic work.

## SESSIONAL PAPER No. 37

*Technical Leaders.*—As organized at present the institute is endeavouring to train students to become the practical and technical leaders in the industries of the province. It is the hope and aim that its graduates will in a few years be in demand as foremen and superintendents. In addition to increased remuneration for his work, the student who gains a technical knowledge of the fundamentals of his trade or occupation should take a greater interest in his work and become a more permanent unit in the industrial and commercial life of the province.

*Courses Organized.*—The classes organized during 1920-21 were as follows:—

<i>Day</i>	<i>Correspondence</i>	<i>Evening</i>
Steam engineering	Mining engineering—	Steam engineering
Electrical engineering	First class	Electrical engineering
Tractor engineering	Second class	Motor mechanics
Motor mechanics	Third class	Car owners
Drafting—	Steam engineering—	Drafting—
Architectural	First class	Architectural
Mechanical	Second class	Mechanical
Railway	Third class	Telegraphy
Special tractor engineering (5 weeks)		Machine shop practice
		Armature winding
		Battery and ignition
		Applied mathematics

Other courses will be organized when the need for them is shown.

## COMMERCIAL EDUCATION

This form of vocational education is definitely recognized by the department as necessary to prepare young people for entrance into the business world. At present commercial education is given at Calgary, Edmonton and Lethbridge as a branch of the activities of the school boards in these cities. The courses offered extend over one and two years. The students receive instruction in shorthand, typewriting and book-keeping, and in such subjects as commercial geography, commercial law and office practice. The study of English, arithmetic, and history is continued.

These courses are open to students of high school standing, and are intended to equip them with a special business training and also to advance their general education.

A special one-year course is also available for those who find themselves unable to take the full two-year course. In the former course two options are given. The students may specialize in either shorthand and typewriting or in book-keeping. Both courses are attractive to students, and the business community is absorbing the students with the longer and also with the more limited training.

The introduction into the business world of such machines as the comptometer, adding machine, dictaphone, multigraph, addressing machine, and billing machine is bringing about modifications in the courses offered to students seeking more practical knowledge and mechanical skill as a preparation for office work.

The standard of work in the schools compare favourably with those of similar schools elsewhere and their graduates are receiving recognition by business managements in the three cities where they are established. The Department of Education assists the schools financially and grants diplomas to successful students. It also makes special grants for business education given in the evening classes for adults organized in the cities of Calgary, Edmonton and Lethbridge.

In 1920-21, 513 pupils were enrolled in the commercial courses. Of these there were 262 in Calgary, 212 in Edmonton, and 39 in Lethbridge. It is expected that commercial work will be organized in Medicine Hat at an early date.

12 GEORGE V, A. 1922

## BRITISH COLUMBIA

The work of the past school year in the province of British Columbia is briefly outlined in the following report from the Provincial Organizer of Technical Education.

Day technical schools are now organized in the cities of New Westminster, Vancouver and Victoria. The course of study is composed of the following subjects: English, citizenship, economics, mathematics, mechanics, physics, electricity, drawing and design, woodwork, chemistry, sheet-metal work, forge-work and machine shop work.

The Department of Education has granted the sum of \$12,000 to the city of New Westminster to complete the remodelling of the T. J. Trapp Technical School and \$1,825.51 towards purchasing additional equipment. To Vancouver city a grant of \$10,211.11 has been paid to further the equipping of this technical school, and to the city of Victoria the sum of \$3,074.35 has been granted for the same purpose.

The following table shows the number of students attending these schools, the staffs engaged in the work of instruction, and also the number of students taking commercial work in seven other cities in the province.

## DAY SCHOOLS

Schools	Students			Teaching Staff		
	Technical Courses.	Commercial Courses	Home Economics Courses	Technical	Commercial	Home Economics
<i>Technical—</i>						
New Westminster..	68	113	16	1 full time. 6 part time.	1 full time. 5 part time.	1 full time 4 part time
Vancouver.....	287	386	66	15 full time.	14 full time.	2 full time 5 part time
Victoria.... .	88	168		2 full time 6 part time.	6 full time.. 7 part time.	
<i>Commercial—</i>						
Kamloops.....		26				
Ladysmith.....		19				
North Vancouver ...		48				
Nelson..... .		33				
Point Grey.....		28				
Revelstoke.....		27				
South Vancouver.....		68				
Totals.....	443	916	82	18 full time. 12 part time	21 full time. 12 part time	3 full time 9 part time

## NIGHT SCHOOLS

Night schools are conducted in twenty-one cities and municipalities in the province, with an attendance of 3,197 students. The names of these places with the number in attendance, are as follows:—

## SESSIONAL PAPER No. 37

Place	Students	Courses of Study
Bevan	19	2
Chilliwack	45	6
Coal Creek	6	1
Colwood	11	1
Duncan	77	3
Chemanius	15	1
Granby Bay	221	10
Happy Valley	16	1
Merritt	28	3
Michel	17	2
Mission	76	5
Metchosin	13	1
Nanaimo	42	6
New Westminster	107	8
North Vancouver	86	6
Revelstoke	60	3
Saanich	87	3
South Vancouver	261	8
Thrums	9	1
Vancouver	1,436	29
Victoria	564	21
<b>Total</b>	<b>3,197</b>	

The courses of study embrace the following:—

Business English and arithmetic	Book-keeping
Accounting	Commercial law
Typewriting	Shorthand
Salesmanship	Economics
Stationary engineering	Mechanical drawing
Mathematics	Electrical engineering
Automobile engineering	Ignition
Navigation	Carpentry and Joinery
Shipbuilding	Cabinetmaking
Plumbing	Dressmaking
Millinery	Cookery
Drawing and design	Showcard writing.
Pharmacy	

The instructors are invariably men and women who are practising their crafts in the daytime and who are considered efficient therein.

#### CORRESPONDENCE CLASSES IN COAL-MINING AND MINE-SURVEYING

Correspondence courses in coal-mining and mine-surveying are conducted by the Department of Education, and 135 students are enrolled.

The instructor holds papers not only from British Columbia but also from Alberta and Nova Scotia. He has proved himself to be an excellent mine manager and engineer and believes that the co-operation of night school tutorial classes with the correspondence courses is proving a successful way of providing effective tuition to men who work under the disadvantages of the three shift system.

The courses of study are as follows:—

No. 1. Preparatory Mining Course for boys over fourteen years of age, who have left school.

No. 2. Course in Arithmetic and Mathematics.

No. 3. Course for Fire Boss, Shift Boss, or Shotlighters' Papers (third class).

No. 4. Course for Overman's Papers (second class).

No. 5. Course for Mine Managers' Papers (first class).

No. 6. Course in Mine Survey Work.

12 GEORGE V, A. 1922

A gradual development of the work of technical education is taking place in the province and next year will see an additional school at Trail, a city situated amidst mining activity in the Kootenay country.

Considerable progress has yet to be made with the organizing of intensive trade courses in Vancouver, and before long we hope to have a general linking up of the schools and industrial plants in that city.

## APPENDIX I

### RESOLUTIONS ADOPTED BY THE NATIONAL CONFERENCE ON TECHNICAL EDUCATION, OTTAWA, OCTOBER 25-26, 1920

I. Whereas the supreme need in the proper and efficient development of technical education throughout the Dominion of Canada is an adequate supply of specially trained and skilled teachers;

And whereas, only a very small number of thoroughly trained vocational instructors has been found in any and all of the provinces;

And whereas, no institution exists in Canada for the preparation and training of teachers of vocational subjects;

And whereas, the work of training such teachers can be done more economically and more efficiently by interprovincial co-operation than by independent efforts;

And whereas, such co-operative action will aid in the development of broader conceptions on the part of the individual teachers and a more intense national spirit;

Be it resolved that the representatives of the Departments of Education of the several provinces of the Dominion in conference assembled urge that immediate action be taken in the following direction:—

(1) That the Federal Government and the various provinces co-operate to establish and maintain one central institution for the adequate training of special teachers for vocational education.

(2) That the basis of co-operation should be as stated hereunder:—

(a) That the Federal Government provide the accommodation and equipment and one-half the cost of maintenance.

(b) That the Provincial Governments combine to bear the other half of the maintenance costs in proportion to the urban population of each province, included in towns and cities having over 3,000 inhabitants.

(c) That the ownership and management of the institution be vested in a board of governors with condition that the ownership shall revert to the Federal Government in case the property should no longer be required for the designated purpose; the members of said board to be appointed as follows: Three by the province of Quebec, three by the province of Ontario, one by each of the other provinces, and two by the Federal Government; members to be appointed for three years, one-third to be retired each year; the board to select its own chairman.

(d) That the institution have a dual staff—French and English.

(e) That transportation of teachers-in-training be paid for by the training institution.

II. Resolved, that the secretary be instructed,—

(1) To forward a copy of resolution *re* teacher-training to each of the Provincial Governments, and, on behalf of the conference, ask them to co-operate in giving effect to the resolution.

## SESSIONAL PAPER No. 37

(2) To secure replies from the various provinces as soon as possible, and, in case he finds that six or more provinces signify their willingness to pass the necessary legislation and co-operate in giving effect to the proposal, to ask the Minister of Labour to endeavour to secure the co-operation of the Federal Government.

III. Whereas, it is desirable that children should have more opportunities to obtain an educational development which is suitable to their native ability and aptitudes;

Resolved, that junior industrial courses should be established for children who have completed grade VI, such courses to extend over a period of three years and to have a decided bias toward one or other of the main divisions of industrial activity, viz., commercial, manufacturing, trades, agriculture, household.

IV. Resolved, that a committee, consisting of the federal director and the provincial directors, or other representatives, be appointed to formulate a system of vocational guidance.

V. Resolved, that the conference ask the Federal Department of Labour to issue from time to time suggestive courses of study, texts, pamphlets, bulletins, monographs, and other material which would assist provincial officers in the problems of organization, development and administration of technical education.

VI. Resolved, that, in the opinion of this conference, the school year for full-time technical classes should be of the same length as the ordinary school year; and, further, that the school year as at present observed is too short.

VII. Resolved, that university authorities be urged to prescribe a special matriculation course and examination for pupils attending technical schools who desire to enter the faculties of engineering or home economics.

VIII. Whereas the custom duties imposed on machines and equipment required in technical schools for educational purpose unduly discriminate against the technical school in comparison with other educational institutions for which scientific equipment is admitted free of duty;

Resolved, that this conference ask the Minister of Labour to interview the Minister of Customs with the view of securing either a more liberal interpretation of the present tariff clause relating to scientific apparatus or an amendment of the same, so that technical school equipment may be admitted free of duty.

IX. Whereas, the education of our new Canadians of foreign origin cannot be accomplished without the regular operation of the schools in non-English settlements:

And whereas this problem is one of national responsibility and national importance, quite beyond the ordinary financial possibilities of the provinces;

Resolved, that this conference is strongly of the opinion that the Federal Government should, without delay, provide financial assistance to the provinces, so that an adequate supply of specially selected teachers may be trained for this work, and provided in rural districts with permanent and attractive homes;

Resolved further, that copies of this resolution be forwarded to the Premier of Canada, to the Minister of Labour and to the Minister of Colonization.

12 GEORGE V, A. 1922

## APPENDIX II

## AN ACT RELATING TO THE PROVINCIAL, AGRICULTURAL AND TECHNICAL SCHOOL, PRINCE EDWARD ISLAND

*Assented to April 27, 1921*

Whereas, under the provisions of an Act of the Parliament of Canada intitled the Technical Education Act, the Government of Canada offered to extend financial aid to enable this province to establish a vocational school and it has been deemed expedient to accept such offer and to establish and operate such school;

Be it therefore enacted by the Lieutenant-Governor and the Legislative Assenby of the province of Prince Edward Island as follows:—

1. The Provincial Agricultural and Technical School heretofore operated by the Department of Agriculture under the provisions of said agreement shall continue to be carried on under said department.

2. The said school shall be conducted in such places or buildings as the Lieutenant-Governor in Council shall from time to time provide.

3. The Commissioner of Agriculture for this province shall, under the direction of the Lieutenant-Governor in Council, have the control and management of said school.

4. It shall be the duty of the Chief Superintendent of Education of this province and he is hereby authorized to visit and inspect the said school or such departments or classes thereof as the said Commissioner of Agriculture may require; to advise with and assist the said Commissioner of Agriculture in directing the operation of the said school; and to include in his annual report such information and recommendations relating to said school as the Chief Superintendent of Education may deem proper.

5. The Lieutenant-Governor in Council may appoint and at pleasure remove the principal and such instructors, lecturers, and demonstrators for the said school as may be required, and fix their salaries.

6. The moneys required for the payment of salaries, and all costs and expenses of, and incidental to the establishment, maintenance and operation of the said school shall be provided in part out of the ordinary revenue of this province, and in part out of moneys placed at the disposal of the Government of this province by the Government of Canada for the purposes of agricultural and technical instruction, as may be mutually arranged between the said Government of this province and the Government of Canada.

7. The said Commissioner of Agriculture is hereby empowered to receive and give receipts for such financial aid as from time to time may be obtained from the Government of Canada for the purposes referred to in the last preceding section.

8. The Provincial Treasurer of this province may collect or sue in his own name for all the tuition fees and all the moneys owing by way of debt, damages, or penalty for any cause in respect of the said school or in connection with the management or operation of the same.

9. The Lieutenant-Governor in Council may make orders and regulations in respect of the matters following: the examinations to be passed, or other conditions for entrance to the classes of the said school; the courses of instruction to be provided therein; the fees to be paid by students attending the said school; certificates or diplomas to be granted to successful students of the said school, and the terms and conditions upon which the same shall be granted; the provision for scholarships, bursaries, prizes, exemptions from fees, and other assistance for the aid and encouragement of students of the said school and generally for the maintenance, operation and management of the said school, and for more effectually carrying out any of the provisions of this Act.

## XI. THE DOMINION-PROVINCIAL COMMISSION APPOINTED TO CONSIDER UNIFORMITY OF LABOUR LAWS

At the National Industrial Conference called by the Minister of Labour and which held its sessions at Ottawa in September, 1919, the desirability of a greater degree of uniformity in the labour laws of the Dominion and the provinces was urged and a recommendation as to action to be taken was made in the following resolution:—

That the advantage of uniformity in the laws relating to the welfare of those engaged in industrial work in the several provinces of the Dominion of Canada be brought to the attention of the Government of Canada and of the Governments of the several provinces respectively; and, that this National Industrial Conference suggests the following as a means towards the end desired, namely:—

The appointment of a board composed as follows:—

(1) As respects the Dominion:—

- (a) A representative of the Government.
- (b) A representative of the employers.
- (c) A representative of the employees.

(2) As respects each of the provinces:—

- (a) A representative of the Government.
- (b) A representative of the employers.
- (c) A representative of the employees.

And that the Dominion Government be requested to ask the Government of each of the provinces to select or have selected representatives in respect of the province as above set forth.

The subject-matter of this resolution was taken up by the Minister of Labour with the Dominion Government and with the Governments of the several provinces, with the result that a commission was appointed on the lines laid down.

The commission convened at Ottawa on Monday, April 26, 1920, the Dominion and all the provinces being represented. Mr. F. A. Acland, Deputy Minister of Labour, and representing the Dominion Government at the conference, was appointed chairman. The proceedings of the commission lasted six days. Committees were appointed to take up for consideration and necessary action each of the four following subjects:—

- (1) Workmen's Compensation;
- (2) Inspection and Regulation of Factories, Shops and Office Buildings;
- (3) Regulations of Mines;
- (4) Minimum Wages.

A committee was also appointed to consider and deal with the subject of legislation with respect to industrial disputes so far as this matter was deemed to be before the commission. Each of these committees reported and their respective findings were made a portion of the report of the commission and are hereto attached.

A further committee was appointed to consider the question of the establishment of an organization deemed likely to be of benefit for the promotion of the uniformity

12 GEORGE V, A. 1922

of labour legislation. The committee submitted a document as a basis of discussion and not as its findings, but owing to variance of opinion the whole matter was laid on the table.

#### REPORT OF COMMITTEE ON WORKMEN'S COMPENSATION LEGISLATION

The report of the Committee on Workmen's Compensation Legislation recommended as follows:—

1. That all provinces adopt the idea of exclusive state insurance to be administered by a board.
2. That all workmen, not specially exempted under the Act, who work in an industry which comes within the scope of the Act, shall be under the Act, regardless of the amount of their remuneration.
3. That all employees of Provincial Governments and of municipalities, including police and firemen, be included within the scope of the Act.
4. That the scope of Compensation Acts be extended as far as practicable to include industries not now covered by the Acts.
5. That in all provinces contributions to the accident fund shall be borne exclusively by the employer.
6. That all medical, surgical and hospital attention be supplied in cases of injury or industrial diseases.
7. That in every province there should be a time limit within which claims for compensation should be filed.
8. That except in special cases payment of compensation shall be made periodically direct to the claimant by the board.
9. That injuries due to disease or accident arising out of and in the course of employment should be considered as coming within the scope of the Acts.
10. That the cost of administration of workmen's compensation in each province be borne by the Government of that province.
11. That rules and regulations for prevention of accidents be made by the board in each province, and safety committees composed of employers and employees be established in the various places of employment, and further that first aid appliances be installed at the various plants; all the foregoing to be under the direction of the board.
12. Where under any Compensation Act the employer has the right to bring his employees under the Act by election, the employees should have the same right where a majority so decide.
13. That in cases of death or injury all provinces should adopt a uniform scale of compensation.
14. Your committee beg leave to call attention to the comparative table of workmen's compensation legislation in the different provinces, which is produced herewith. (The table is not here reprinted.)

#### REPORT OF COMMITTEE ON FACTORY LAWS

The report of the Committee on Factory Laws was as follows:—

1. In view of the limitations, in certain provinces, of the operations of the Factories Act to the industrial establishments where not less than a certain number of persons are employed, we would recommend:—

## SESSIONAL PAPER No. 37

"All industrial establishments in which one or more persons are employed where articles are manufactured, altered, cleaned, repaired, ornamented, finished, adapted for sale, broken up or demolished, or in which materials are transformed, shall be subject to inspection."

2. Employment of boys and girls:—

No boy under 14 years of age or no girl under 15 years shall be employed in an industrial establishment.

3. Hours of employment for boys, girls and women:—

In keeping with the draft convention of the Washington Conference limiting the hours of labour, we recommend that women, girls and boys shall not be employed for more than 48 hours in any one week, nor before six o'clock in the morning nor later than ten o'clock in the evening, nor more than ten hours in any one day, *including overtime*.

Boy shall mean a male person between the ages of 14 and 16 years.

4. That all laws at present existing in any province dealing with the improvement of sanitation or the protection of life should be made general to such other industries as may be possible throughout the Dominion.

(NOTE.—A schedule of Factory Act legislation in Canada was attached to the report and published in the *Labour Gazette*, May, 1920.)

### REPORT OF COMMITTEE ON MINES AND MINING LAWS

The report of the Committee on Mines and Mining Laws was as follows:—

Your committee appointed to investigate the regulations of mines in Canada, and keeping in mind P.C. 722, being our guidance, have investigated the folio on mining laws, item by item for each and every province, and after very extended deliberations, and considering the interests of all concerned, beg leave to report the results of our investigations and deliberations.

We find that many minor provisions exist in the various Acts throughout Canada which are made necessary by local conditions and concerning which no practicable uniformity is possible. The committee have, therefore, directed their attention to those principles or provisions of a general character which are applicable to all provinces.

We are pleased to report that we have been unanimous in all findings with the exception of one, and also pray that the commission may approve of our work.

That we recommend that the mining laws be unified as follows:—

1. That the age of 14 be the minimum age for boys working around mines (above ground), and that no boy be allowed to work beneath the surface unless he has attained the age of 16.

2. That we recommend:—

That no boy under 18 years of age shall be in charge of or operating any power machinery used for moving material in a mine and no person other than a man of 21 years of age or over shall operate any power machinery used for raising or lowering persons in a mine.

3. In order to bring uniformity in mining laws, we recommend that all provinces should insert regulations in mining laws providing for not more than 8 hours as a legal day's limit of the work, as incorporated already wholly or partly in the existing laws of Alberta, British Columbia, Ontario, Quebec and the Yukon.

4. That your committee recommends:—

That payment of wages at least semi-monthly be made compulsory by law in all provinces where such legislation is not already in existence, such payment to be made by cheque or currency. Payment of wages on hotel premises

12 GEORGE V, A. 1922

and the cashing of pay-cheques in or at a hotel or bar where intoxicating liquors are sold to be prohibited by law in all provinces.

5. That your committee recommends:—

That legislation providing for miners' liens be enacted in all provinces where such legislation is not already in existence, applying to mines, mining claims, mining lands or work connected therewith, and that every person who performs labour for wages shall have a lien thereon.

6. That your committee recommends:—

That legislation be enacted in all provinces where legislation is not already in existence, providing that no amount may be retained from wages of an employee except sums due for powder, coal, oil, rent, and such doctors' and hospital fees as may be approved by the Workmen's Compensation Board, and supplies necessary to the execution of the work carried on by such employee, nor shall an employer apply the wages of an employee to payment of a debt without the written consent of the employee given individually or by collective agreement.

7. That where, in any province, examinations are required for certificates of competency for mine managers, pit-bosses, and other working officials, such examinations shall be conducted by a board composed of a government inspector, a working miner and a mine manager.

8. We would recommend that all candidates for certificates as mine managers, pit-bosses, etc., shall have at least five years' mining experience, produce evidence of ability, sobriety and good conduct, and be at least 23 years of age.

9. Mine inspectors shall be holders of mine manager's certificates, with at least seven years' mining experience in the class of mines of which he is made inspector. He shall not be interested in mines in his district, either directly or indirectly.

10. We recommend that, without limiting the powers of inspectors, an inspector shall have power to enter, inspect and examine any mine or any part thereof at all reasonable times by day or night, to examine into and make enquiry respecting the state and condition of the mine, the ventilation and safety of mines, to give notice in writing of any matter, thing or practice which he considers dangerous or defective, and of its immediate remedy. If disagreement follows, the defect shall be referred to a board of arbitration consisting of a judge and representatives of interested parties, the decision of this tribunal to be final.

11. Resolved, that all mines shall have an adequate amount of ventilation passing therein, and that all mines be examined before the workmen enter the mine, and that a report of such inspection be made in a book to be kept at the mine for the purpose, and such report shall be available to any workman employed in mine.

12. The question of health of employees in mining camps is now being examined into by the different provinces concerned, with a view to fully protecting the workers and as far as possible unifying the laws, and we submit that this matter be referred to this tribunal for action.

13. Resolved, that the present laws with reference to special investigations which are in existence in several provinces be continued, and that the same provisions be made to extend to provinces where such laws are not in operation.

14. Resolved, that the Workmen's Compensation Board in each province where such board exists shall make provision for the administration of first

## SESSIONAL PAPER No. 37

aid and mine rescue work, and that where no board are in existence, the provisions be made.

## REPORT OF COMMITTEE ON MINIMUM WAGES FOR WOMEN AND GIRLS

The Committee on Minimum Wages for Women and Girls reported as follows:

We approve the principle of a minimum wage for women and girls, and recommend that a competent authority be created in each province in the Dominion to establish a minimum wage adequate to maintain self-support for women and girls, and such authority shall be empowered to fix the hours of employment for such women and girls not already provided for by legislation, and further recommend that such hours of employment should not exceed 48 per week, except of employees engaged in domestic or agricultural employment.

## REPORT OF COMMITTEE ON INDUSTRIAL DISPUTES LEGISLATION

The Committee on Industrial Disputes Legislation reported as follows:—

The committee has examined the existing legislation of the Dominion and provinces with respect to industrial disputes, and is of the view that to secure a reasonable degree of uniformity with regard to the same it is desirable the following principles should be observed:—

1. That disputes in mines and public utilities should be dealt with exclusively by federal legislation.
2. That federal legislation should be held to apply to public utilities under the control of a province or municipality or other public or private authority.
3. That, whereas, in some cases provincial legislation has been enacted respecting industrial disputes which applies to all occupations giving rise to the relations of employer and employee and which therefore includes policemen and firemen, it should be provided that all disputes affecting policemen or firemen in all parts of Canada should come within the jurisdiction of the federal law.
4. The committee lacks information enabling it to decide upon the advisability of the extension of the present federal law to other industries, and therefore makes no recommendation.

## XII. INTERNATIONAL LABOUR CONFERENCE—LEAGUE OF NATIONS

The Report of the Department of Labour for the fiscal year 1919-20 gave particulars of the First International Labour Conference, convened under the authority of the Treaty of Peace, and held in Washington, D.C., October 29 to November 29, 1919. The agenda of this conference had been fixed in the Peace Treaty and matters under consideration related to the permanent organization of the International Labour Body and the following specific subjects of reference, namely: (1) the application in the countries represented of the principle of the eight-hour day or forty-eight hour week; (2) the question of preventing or providing against unemployment; (3) and (4) various proposals relating to the employment of women and children, and (5) the prohibition of the use of white phosphorous in the manufacture of matches.

The proceedings of the conference resulted in the adoption of six draft conventions, six recommendations and a number of miscellaneous resolutions. Draft conventions and recommendations of the conference related to these various matters as follows:—

*Draft Conventions.*—Limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week; unemployment; the employment of women before and after childbirth; the employment of women during the night; fixing the minimum age for admission of children to industrial employment; the night work of young persons employed in industry.

*Recommendations.*—Unemployment; reciprocity of treatment of foreign workers; the prevention of anthrax; the protection of women and children against lead poisoning; the establishment of Government health services; the application of the Berne Convention of 1906, on the prohibition of the use of white phosphorus in the manufacture of matches.

A comprehensive article on the proceedings of the first International Labour Conference appeared in the December, 1919, issue of the *Labour Gazette*.

The Second International Labour Conference, convened under the authority of the Treaty of Peace, was held in Genoa, Italy, June 15, 1920, to discuss matters relating to seamen. As is now generally understood, each member of the International Labour Organization is, under the terms of the Labour Sections of the Treaty of Peace, entitled to four representatives, two as representing the Government and one each to be appointed as representing employers and workmen respectively, it being required that the employer and workmen delegates shall be named in agreement with the organizations (when such exist) most representative of the classes respectively concerned.

The Canadian delegation to the Genoa conference was composed as follows:—

Government delegates—The Honourable Philippe Roy, Commissioner General of Canada at Paris, France; Mr. G. J. Desbarats, C.M.G., Ottawa, Deputy Minister of Naval Affairs. Employers' delegate—Mr. Thomas Robb, Montreal, Secretary of the Shipping Federation of Canada. Workmen's delegate—Mr. J. C. Gauthier, Montreal, President, Sailors, Firemen and Cooks' Union of Canada.

Twenty-seven countries were represented by eighty-six voting delegates and one hundred and fifty-eight technical advisers, or a total of two hundred and forty-four official representatives. Besides this, most of the countries had translators and secretaries attached to their staffs.

The following is a list of the countries represented at the conference: Argentine, Australia, Belgium, Canada, Chili, Czecho-Slovakia, Denmark, Finland, France, Germany, Great Britain, Greece, India, Italy, Japan, Netherlands, Norway, Poland,

## SESSIONAL PAPER No. 37

Portugal, Roumania, Kingdom of Serbs, Croats and Slovenes, Siam, Spain, Sweden, Switzerland, Uruguay, Venezuela.

The conference elected as chairman, Baron Mayor des Planches (Italy), and as vice-presidents, Messrs. Arthur Fontaine (Government delegate, France), P. Nijgh (Owner delegate, Netherlands), and Havelock Wilson (Seamen delegate, Great Britain).

The agenda of the conference provided four subjects for consideration: Item 1. Hours of labour and their effect on manning and accommodation. Item 2. Unemployment, including facilities for finding employment for seamen and insurance against unemployment. Item 3. Employment of children at sea. Item 4. Seamen's codes.

The International Labour Office had circularized all the members of the League of Nations some time before the meeting and had received from them information regarding the questions on the agenda. This information was extracted and published in four pamphlets, each one relating to one of the items on the agenda.

Four special commissions were named by the conference to study the four points on the agenda, and another commission was appointed to consider questions relating to inland navigation. A guiding commission was also named to direct the general work of the conference. Canada was represented on all these commissions except the commission on minimum age of children at sea, which was a very small one and had to handle a subject which was not controversial. Mr. Thomas Robb was chosen chairman of the commission on inland navigation.

As a result of the discussions and the work of the conference, conventions were agreed to concerning: (1) Facilities for finding employment for seamen. (2) Minimum age of employment of children on board ship. (3) Unemployment indemnity in case of loss or foundering of ship.

Recommendations were adopted regarding: (1) Hours of work in inland navigation. (2) Hours of work on board fishing vessels. (3) Unemployment insurance for seamen. (4) Establishment of national seamen's codes.

Resolutions were also adopted for the instruction and guidance of the International Labour Office concerning: (1) Prevention and treatment of venereal disease in the mercantile marine. (2) Insurance against unemployment. (3) Special clauses in articles of agreement and seamen's codes. (4) The education of children or apprenticed seamen.

The conference discussed the following questions and resolved that they should come up for final decision at the next conference. (1) Prohibition of the employment of any person under the age of 18 as a trimmer or stoker. (2) Medical examination of children before being employed on board ship. (3) Education of children.

The conference elected a joint committee of owners and seamen to advise the International Labour Office whenever needed, and as a consulting body which would be an aid to the office. The composition of this committee was as follows: Owners—Messrs. Nordborg (Sweden), Deckers (Belgium), Hori (Japan), Robb (Canada), Cuthbert Laws (Great Britain). Seamen—Messrs. Havelock Wilson (Great Britain), Rivelli (France), Giulietti (Italy), Doring (Germany), Nilson (Norway).

The conference reached agreements and conclusions on all the subjects of the agenda with the exception of the item concerning hours of labour. It also considered other subjects related to the agenda, and discussed some further subjects of interest to seamen, which will come up for final decision at future conferences. Two draft conventions regarding hours of labour were presented to the conference, but neither of these proposals obtained the necessary two-thirds majority, and the conference therefore did not agree to any convention or recommendation on this subject. The other recommendations and conventions were passed by practically a unanimous vote, and were the result of long discussion, and generally represented a compromise of the views of the different sections of the conference.

12 GEORGE V, A. 1922

The United States, not having joined the League of Nations, was not represented at the conference. This left the Canadian delegation as the only representatives from North America and made their position a delicate one in many cases. Many of the questions relating to the employment of seamen affect Canada and the United States in a similar manner, and on the Great Lakes and the boundary waters their interests are similar, and it would be difficult for Canada to adhere to a convention which would obligate it to conditions which would not be recognized by the United States. The argument was admitted by the conference and the resolutions regarding inland waters have been drafted with a view to meeting this situation.

Mr. G. J. Desbarats, C.M.G., Deputy Minister of Naval Affairs, Ottawa, Canadian Government delegate, laid before the Minister of Labour a report of the proceedings of the conference, including the list of the various draft conventions, resolutions and motions adopted by the conference; this report was published in the October, 1920, *Labour Gazette*.

Looking somewhat beyond the end of the fiscal year, it may be noted that the draft conventions and recommendations of the International Labour Conference held at Washington, D.C., from October 29 to November 29, 1919, and at Genoa, Italy, from June 15 to July 10, 1920, were formally laid before the Dominion Parliament by the Minister of Justice on May 28, 1921, together with an expression of view as to whether the power competent to legislate was federal or provincial. The statement of the Minister of Justice was printed in the *Labour Gazette* for June, 1921, and copies of the statement were forwarded also for the consideration of the Provincial Governments.

### THE GOVERNING BODY

It will be recalled that the terms of the Peace Treaty provide that the Governing Body of the International Labour Office shall be composed of twelve members representing the various Governments, together with six others representing employers and six representing workers. When the Governing Body was organized at Washington it was decided that the government representatives should be nominated by the following countries: Belgium, France, Great Britain, Italy, Japan, Germany, Switzerland, Spain, Argentina, Canada, Poland, and, pending the appointment of a representative of the United States, Denmark. The Honourable G. D. Robertson, Minister of Labour, was appointed representative of the Government of Canada on the Governing Body. Mr. P. M. Draper, Secretary-Treasurer of the Trades and Labour Congress of Canada, was elected as one of the workers' representatives on the Governing Body. M. Arthur Fontaine (France) was chosen as chairman of the Governing Body, and M. Albert Thomas (France) was elected as provisional director.

The Second and Third Meetings of the Governing Body were held in Paris, France, on January 26-28, 1920, and in London, England, on March 22-25, 1920, respectively. Mr. F. A. Acland, Deputy Minister of Labour, was appointed to attend these meetings on behalf of the Minister of Labour, who, on account of his parliamentary duties, had found it impossible to leave Canada at that time. At the Paris meeting of the Governing Body the appointment of M. Albert Thomas as director was confirmed, and Mr. H. B. Butler, who had acted as secretary-general at the Washington Conference, was appointed assistant director. A comprehensive report by the Deputy Minister of Labour on the meetings of the Governing Body in Paris and London respectively appeared in the July, 1920, issue of the *Labour Gazette*.

The Fourth Meeting of the Governing Body was held at Genoa, Italy, June 8-12, 1920, the chairman, M. Arthur Fontaine, presiding. The Honourable Philippe Roy, Commissioner-General for Canada at Paris, attended as substitute representative of the Dominion Government, the Minister of Labour not being able to be present. Following the recommendation of the Washington conference for the appointment of an international commission on unemployment, the Governing Body proceeded to

## SESSIONAL PAPER No. 37

appoint a commission consisting of six members, with Mr. Louis Varlez, the officer of the International Labour Office charged with the section on Unemployment and Immigration, as secretary. This meeting of the Governing Body was reported in the *Labour Gazette* for September, 1920.

The Fifth Meeting of the Governing Body of the International Labour Office was held at Geneva, Switzerland, on October 6-7, 1920, under the chairmanship of M. Arthur Fontaine. This was the first meeting of the Governing Body at the permanent headquarters of the International organization at Geneva. Eleven of the twelve Government delegates were in attendance, together with a full representation of the employers' organizations and workers' associations. Mr. R. H. Coats, Dominion Statistician, attended as substitute Government delegate for Canada on behalf of the Minister of Labour, who was unable to be present. Mr. E. W. A. O'Dell, of Hamilton, Ont., attended as workers' delegate on behalf of Mr. P. M. Draper, of Ottawa, who was unable to be present. Details of the matters dealt with at this meeting were reported in the December, 1920, issue of the *Labour Gazette*.

The Sixth Meeting of the Governing Body of the International Labour Office was held at Geneva, Switzerland, on January 11-13, 1921. Each of the twelve Governments holding seats on the Governing Body were represented, excepting Argentina, while the full number of representatives from both the employers' and workers' organizations were in attendance. The Canadian Government was represented by Mr. L. C. Christie, legal adviser of the Department of External Affairs, who was appointed to attend this meeting in substitution for the Minister of Labour, who was unable to be present. Mr. H. J. Halford, of Hamilton, Ont., attended as a member of the workers' group, in substitution for Mr. P. M. Draper, Secretary-Treasurer of the Canadian Trades and Labour Congress, who, it will have been noted, holds a seat on behalf of Canadian labour interests. The discussions of this session were reported in the *Labour Gazette* for March, 1921.

## COMMISSIONS, QUESTIONNAIRES, ETC.

During the year consideration was given by the Department of Justice as to what authority or authorities are, as respects the Dominion of Canada, to be regarded as the competent authority or authorities, under the provisions of the Treaty of Peace, for the purpose of considering the draft conventions and recommendations, and also as to the action which the Dominion Government should take in order to carry out its engagement under the treaty. A report on the subject was submitted to the Governor General in Council on November 2 by the Minister of Justice, which was duly concurred in by Council and approved by his Excellency the Governor General on November 6, 1920. The report of the Minister of Justice referred to expresses the opinion that the obligation of the Dominion Government in these matters will be fully carried out by bringing the different conventions and recommendations before competent authority, Dominion or provincial, accordingly as it may appear, having regard to the scope and objects, the true intent and character of the legislation required. The report of the Minister of Justice further dealt with the question of legislative jurisdiction as between the Dominion and the provinces in regard to each of these conventions and recommendations referred to. The full text of the Order in Council was published in the *Labour Gazette* of November, 1920.

It has devolved upon the Department of Labour to conduct considerable correspondence with the International Labour Office, with other departments of the Dominion Government, with the provinces and with workers' and employers' organizations, in connection with the collection and transmission of information of various kinds at the request of the International Labour Office, and also to prepare the replies of the Government of Canada to questionnaires dealing with the items on the agenda of the International Labour Conference. The matters thus dealt with by the Department of Labour include those mentioned below:—

12 GEORGE V, A. 1922

In connection with the Seamen's Conference held at Genoa, Italy, on June 15, 1920, the Department of Labour received in March of that year a copy of the questionnaire sent out by the International Labour Office in accordance with the conclusions reached at the Paris meeting of the Governing Body. Copies of the questionnaire were forwarded to officials of steamship companies, trade unions and associations, shipping federations, to the fair wage officers of the Department of Labour, and in some cases to correspondents of the *Labour Gazette*, these officers of the department being instructed to interview masters, mates, pilots, shipping masters and other authorities—in a word, to cover the questionnaire exhaustively. The questionnaire was also discussed with other Government departments. The information collected was utilized in the preparation of the reply of the Canadian Government to the questionnaire.

The International Labour Conference at Washington adopted on November 25, 1919, a resolution requiring the Governing Body to set up an International Commission to study the question of regulating emigration and immigration, and of protecting the interests of wage-earners not residing in their own country, the said commission to present its report at the session of the International Labour Conference at Geneva, in 1921. The commission was composed of 18 members, 9 appointed by European Governments and 9 by Governments outside of Europe as follows: six employers' delegates, six workers' delegates and six Government delegates. Lieutenant-Colonel J. Obed Smith, Superintendent of Emigration for Canada in London, was appointed the Canadian Government representative on the commission.

A questionnaire from the International Labour Office dealing with the three following points was received by the Dominion Government on September 8, 1920: (1) the actual position of immigration and emigration in the respective countries, including statistical returns showing movements of populations; (2) the existing legislation and regulations in the respective countries; and (3) questions intended to bring out an expression of the views of the respective countries on the questions involved, including the co-ordination of the legislation of the different countries, equality of treatment of foreign workers, and international co-ordination of effort for the protection of immigrants through the International Labour Office.

The reply of the Dominion Government was forwarded through Lieutenant-Colonel Obed Smith, the Canadian Government representative on the commission.

In January, 1921, an inquiry was instituted by the International Labour Office regarding experience with the three-shift system in the iron and steel industry, with particular reference to the extent to which it had superseded the two-shift system. The inquiry was limited to blast furnaces (including coke works), open-hearth furnaces and Bessemer foundries and rolling mills (including plate mills, tube works, wire works, etc.); it did not include foundry work, forging, fabricating, or any of the more refined manufacturing processes. A questionnaire was sent to all firms in Canada possibly engaged in the operations specified, and at the close of the fiscal year the Department of Labour was receiving replies to the questionnaires which in due course were embodied in a memorandum on the subject which was furnished to the International Labour Office.

The International Labour Office was instructed in June, 1920, by the Governing Body to conduct an inquiry into the problem of industrial production throughout the world, for the purpose of bringing out the various factors which might influence production, and, by defining the part coming to each one, prepare the way for an improvement in the situation. The International Labour Office, after consulting with the various Governments and receiving their suggestions, prepared a questionnaire relative to the inquiry, copy of which was received by the Department of Labour March 29, 1921. At the close of the fiscal year the Department of Labour was securing information from various sources and in due course replies to the questionnaire were forwarded to the International Labour Office.

## SESSIONAL PAPER No. 37

## AGENDA OF THE 1921 CONFERENCE

Questionnaires covering the items on the agenda for the third meeting of the General Conference of the International Labour Organization, which was called for April 4, 1921, but subsequently postponed to October 25, 1921, were received by the Department of Labour during February and March, 1921. At the close of the fiscal year the Department of Labour was preparing replies to the questions which related to the following matters:—

1. Reform of Constitution of the Governing Body of the International Labour Office.
2. Adaptation to agricultural labour of the Washington decisions concerning the regulations of the hours of work.
3. Adaptation to agricultural labour of the Washington decisions concerning,—
  - (a) measures for the prevention of, or providing against, unemployment;
  - (b) protection of women and children.
4. Special measures for the protection of agricultural workers,—
  - (a) technical agricultural education;
  - (b) living-in conditions of agricultural workers;
  - (c) guarantee of the rights of association and combination;
  - (d) protection against accident, sickness, invalidity and old age.
5. Disinfection of wool infected with anthrax spores.
6. Prohibition of the use of white lead in painting.
7. The weekly rest-day in industrial and commercial employment.
8. (a) The prohibition of the employment of any person under the age of 18 years as trimmer or stoker;
- (b) The compulsory medical examination of all children employed on board ship.

